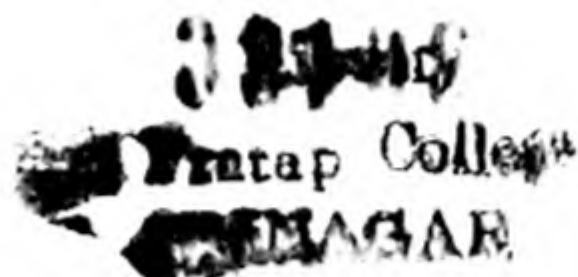


HOW TO CONDUCT A  
*Citizens School Survey*







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HOW TO CONDUCT A  
*Citizens School Survey*

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M.R.S.



## *Preface*

This book shows how a community can organize and conduct a school survey which will give the board of education a long-range plan for meeting the educational needs of the community. The long-range plan should be on a broad, general scale, being specific only about what the educational needs are and what physical equipment is needed to meet them. The plan should be put into practice largely by the professional educators whose job it is to carry out the will of the people in the most effective way. The survey does not usurp professional prerogatives, but it does give citizens an opportunity to plan intelligently for the educational future of their community.

The professional educator has a place in the citizens survey. However, the role of the educational consultant is an advisory one. Whether he be the local superintendent

## PREFACE

or an educator brought into the project from outside the community, his job is to provide technical and professional guidance and information, not to draw conclusions or make recommendations. The conclusions and recommendations will come from the citizens of the community. In the final analysis they are the ones who are served by the schools and who pay for that service.

The survey plan described in this volume is flexible in design and readily adaptable to different types of communities and different types of educational problems.

The emphasis of the citizens survey will vary with the interests and needs of the school community. However, the various aspects of the educational program of a community are so closely related it is virtually impossible to do intelligent planning for any one phase without at least looking over the other phases.

The survey plan described is particularly designed to provide a way to bring the efforts and resources of the citizens of the community to bear on school building and site problems in a school district.

Perhaps the most tangible and objective part of the educational system is the physical plant. Certainly the need for more and better housing is one of the most common causes of concern among citizens of a community. Hence, this book places greatest emphasis on this phase of the survey. However, the expansion of interest to an exploration of the other areas of the educational program follows quickly and logically as the citizens prepare to attack the problems of planning housing.

If the original interest of the community arises out of a concern over finances or curriculum or some other phase,



the survey plan is readily adaptable to the situation. It is simply a matter of shifting the emphasis of the survey within the framework set up.

The growth of citizen participation in school planning has created a real need for instruments of fact-finding and evaluation suitable for use by laymen. Intelligent participation by local people requires that suitable techniques and methods of study be made available for their use.

This book is designed to provide some help in meeting this need. It provides a step-by-step outline for organizing citizens for work, collecting necessary information, interpreting information in the light of the local situation, and developing a long-range educational plan. The procedures described have been developed and tested in twenty mid-western communities.

Through the medium of the school survey as outlined in this book, all citizens who wish to do so may participate in forming educational policies. This participation will be based on exploration and study. It will be community-wide; embracing all classes, groups, and organizations, but committed to none of them. The citizens survey is a community project aimed at improving a vital community institution, the public school.

M. R. Sumption



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HOW TO CONDUCT A  
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# ONE.

## *How to Select and Initiate the Central Survey Committee*

The school survey is an important undertaking and it is necessary that the utmost care be taken in the selection of the central survey committee. This committee is the nucleus, the focal group, the executive body of the survey. Much of the responsibility for the success of the project rests on the shoulders of its members. The membership selected must have the confidence of the public in general



## *SELECTING THE CENTRAL COMMITTEE*

and must be able to maintain continuous contact with the community.

These people, with few exceptions, will have little or no technical knowledge in the field of educational practice. It is neither necessary nor desirable that they possess such knowledge. Consultants who are specialists in such areas as the curriculum, finance, school buildings, and enrollment prediction may be called in as needed. They will work in an advisory capacity with the citizens. The function of the consultant in the citizens survey is to supply technical and professional knowledge not possessed by the citizens who are doing the job.

### **WHO SELECTS THE COMMITTEE?**

The selection of members of the citizens central survey committee is a responsibility of the board of education. The board is the legally constituted body designated to conduct the business of education in the community. If it has decided to undertake a survey of the type herein outlined, it must select officially the original committee of citizens.

The board will need help and advice in making its selection. The superintendent of schools usually will be the chief adviser. Teachers can be relied on to offer valuable suggestions. Leaders of the various community organizations may be consulted. One superintendent reported that he found a number of likely candidates for membership by posing the following question to the "man on the street": "Whose opinion do you value most in regard to school matters?" Those named were often persons who were not community leaders in the usual sense, but who were respected for their opinions.

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It has been found desirable to compile a rather comprehensive list of possible nominees for membership on the committee. This list may then be reduced to the desired number by a process of elimination. In this way, desirable persons are not likely to be overlooked in the final selection.

### *HOW MANY MEMBERS SHOULD BE NAMED?*

In general, the size of the central committee should fall into one of two categories. The small central committee is composed of seven to 15 members. This committee can gather around the conference table for face-to-face discussion. It serves as the action group of the survey and represents the focal point toward which information flows and from which co-ordinated reports issue. It is responsible for making the final recommendations of the survey. The large central committee may have as many as 40 members. If it is much larger it is likely to become cumbersome and lose its effectiveness. The distinguishing feature of the large committee is its executive group composed of seven or nine members which in itself is comparable to the central committee described early in this paragraph.

The choice of size of the central committee should be made in terms of the community situation. Committees of both small and large size have been successful. The size that best meets the situation in the community should be adopted.

The small central committee has the advantage of compactness and unity. The survey may be started from a single focal group and through this group's guidance and selection of helpers the project develops into a community-wide study. The responsibility of adding workers through



## *SELECTING THE CENTRAL COMMITTEE*

subcommittees and broadening the scope of the project rests squarely upon the citizens of the small central committee.

The larger committee allows greater representation on the original group. It becomes largely a policy making committee that must depend on an executive committee of its membership for co-ordination of the work of the survey.

### **WHO SHOULD BE NAMED TO THE COMMITTEE?**

Persons selected for membership on the committee should be intelligent, competent, and civic-minded. They should be interested in the welfare of their community to the extent that they are willing to give time and effort to the study of a vital community problem. Selections should be made in terms of what people can and will do rather than what organizations they represent. If a person is intelligent, competent, and is willing to give his time, it is immaterial whether he belongs to ten organizations or none.

The committee must always represent the total educational community, never a segment of it. The committee should be as truly representative of the community as possible. Its membership should be drawn from the different geographic areas, cultural and economic levels, religious denominations, racial backgrounds, and vocational pursuits of the community. It should be a real cross-section of the community. An equal division between men and women has been found to work out quite satisfactorily. In no case should the committee be composed either entirely of men or entirely of women. Care should be taken to see that both parents and nonparents are represented, and to include property owners as well as renters.

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If there is a faction in the community which is dissatisfied with the educational program, it should be represented on the committee. Here is a real opportunity to weld the community together in a common effort. Both new and old residents of the community should be represented. The committee should have members who are veterans and members who are not veterans.

### WHAT IS THE ACTUAL PROCESS OF SELECTION?

After a large list of possible nominees has been compiled, the superintendent and the board of education should go over the list name by name and classify each person according to the criteria set up under "Who Should Be Named to the Committee?" It may be advisable to classify each one somewhat as follows:

John Jones: Resides in the northeast section of town, professional man (lawyer), parent, non-veteran, property owner.

If the decision determining the size of the central committee has not already been made, now is the time to make it. The board, with the advice of the superintendent, should make this decision. The larger central committee will, of course, make the selective process less rigorous, but if the list of possible nominees is as long as it should be, there will still be considerable elimination to be done.

If the smaller committee is considered more suitable, then the list must be pared down to no more than 15. It will require careful thought and free expression of opinion to secure a list that is a true cross-section of the community.



## *SELECTING THE CENTRAL COMMITTEE* ,

It is usually well to set up a tentative list and add to and subtract from it as the qualifications of the various possible members are discussed.

After a final list of proposed members is prepared, a number of names should be chosen as alternates to be held in reserve in case some members invited are unable to accept. Experience has shown that very few people will decline the invitation. However, a list of alternates should be made up so that there will be no delay in the formation of the committee.

### THE INITIATION OF THE CENTRAL SURVEY COMMITTEE

#### HOW SHOULD THOSE SELECTED BE NOTIFIED?

After the list of proposed members has been agreed upon, the president of the board of education should address a letter of invitation to each person on the list. The letter might point out the following:

- (a) the educational problem facing the community
- (b) the importance of the problem
- (c) the resources available in solving the problem
- (d) the need for aid from citizens in solving the problem
- (e) briefly what is expected of members of the central survey committee
- (f) the approximate amount of time required

In some cases the letter of invitation may include the time and place of the first meeting. This procedure has the advantage of speeding up the activation of the committee. On the other hand, some of those invited may

## *SELECTING THE CENTRAL COMMITTEE*

not be able to attend the first meeting because of previous engagements. However, it is probable that no date that could be selected would be open for everyone. The letter of invitation might suggest that in case the person cannot attend the first meeting, he should notify the board of his willingness to serve. He should then be notified of subsequent meetings.

An alternative would be for the letter of invitation to include a paragraph requesting a reply indicating acceptance or rejection of the invitation. Following the request a sentence may be inserted asking the person accepting to suggest convenient days of the week and dates for committee meetings. A sample letter of invitation appears on page 15.

### **WHAT SHOULD THE SUPERINTENDENT DO?**

The superintendent should be an active facilitating agent during every phase of the committee's work. One way of helping the committee members is to send each a tentative outline of the project before the first meeting. Some reading material covering survey work and school problems will also prove valuable in stimulating the thinking of members along this line. The superintendent can give the committee members a helping hand in getting oriented to their job by making available a small library of books on school surveys and school building planning. (See Chapter Three.)

The superintendent will arrange for the committee to have a well-heated, well-lighted room in a centrally located school for its first meeting. Chalkboard space, chart space, and movable desks and chairs are desirable. Other



## SELECTING THE CENTRAL COMMITTEE

equipment such as motion picture and slide projectors will be useful later in the study. After the first meeting the committee may decide where future meetings are to be held; it may wish to meet at different places as the study progresses. The superintendent can facilitate the work of the committee by providing the type of meeting place or places desired by the central committee and sub-groups.

A personal letter from the superintendent to each member of the newly selected committee will prove highly beneficial. This letter should be sent at least a week before the first meeting and can serve as both a letter of congratulation and an explanatory letter for the materials being sent. An example of this type of letter is shown on page 16.

## THE CENTRAL SURVEY COMMITTEE LIBRARY

Every central committee should have a library. If possible the superintendent should have the nucleus of such a library available at the first meeting of the committee. Books may then be added from time to time as the committee sees fit. A plan for the utilization of such a library can be worked out by the committee to suit the convenience of individual members. The books may be housed in the superintendent's office and checked out to committee members by his secretary. It is important that the books be kept available at all times to committee members.

The following list of books has proven helpful to citizens studying their schools.

Alberty, Harold B., *Reorganizing the High School Curriculum*.  
New York: The Macmillan Company, 1947.

This book gives the layman some insights into the prob-

## SELECTING THE CENTRAL COMMITTEE

lems of changing the curriculum of the secondary school. The style is clear and understandable.

Bursch, C. W., and Reid, J. L., *So You Want To Build A School?* New York: Reinhold Publishing Corporation, 1947.

Emphasis of this book is on group effort in school planning and building program. This book is designed for the citizen to read in order that he may become acquainted with the inner workings of group action in building schools.

Caudill, W. W., *Space For Teaching*. College Station, Texas: Bulletin of the Texas Agricultural and Mechanical Art College, 1941.

One of the best and most forward-looking publications on the school plant. A must reading for school personnel and architects. This book describes the relations of trends, community, activity space, and natural environment to schools, with ample illustrations.

Colcord, Joanna C., *Your Community: Its Provision for Health, Education, Safety, and Welfare*. New York: Russell Sage Foundation, 1939.

A good source book for community study. It gives much valuable help in studying the various aspects of community services and service agencies. It contains the basic information necessary to appraise the health, safety, and welfare provisions of your community.

Commission On American School Buildings, *American School Buildings*. Washington, D. C.: American Association of School Administrators, NEA, 1949.

A general analysis of school plant problems by a distinguished committee of schoolmen. This yearbook presents the latest information concerning school plant problems. Diagrams and pictures help the reader understand more fully much of the basic material.

Engelhardt, Engelhardt, and Leggett, *Planning Secondary*



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*School Buildings.* New York: Reinhold Publishing Corporation, 1947.

A comprehensive treatment of problems in planning secondary school buildings.

Krug, Edward A., *Curriculum Planning.* New York: Harper & Brothers, 1950.

A guide to over-all curriculum planning, this book will be of benefit to the layman. The author gives many practical suggestions for molding the educational program to fit the needs of the students.

Mort, Paul R., and Vincent, Wm. S., *A Look At Our Schools.* New York: Cattell and Company, Inc., 1946.

This book will be of special interest to committee members working in the area of curriculum. It should help them to understand many of the problems involved in curriculum change. It attempts to answer the question "What makes good schools?"

National Council of Chief State School Officers, *Planning Rural Community School Buildings.* New York: Bureau of Publications, Teachers College, Columbia University, 1949.

This book specializes in the standards and recommendations for building a rural community school building. After introductory remarks, specific topics including the elementary schools, the high school, and the twelve-grade school, sites, and classroom and special facilities are comprehensively discussed. The book is exceptional in its use of illustrations. Easy to read and comprehend; the latest ideas and designs are brought to the reader.

National Council on School House Construction, *The 1948 Guide For Planning School Plants.* (Revised) Nashville, Tennessee: Peabody College, 1949.

The long awaited revision of the council's statement of objectives for the school plant, in detail by spaces and functions. This book deals with the more specific needs of a school in connection with educational facilities.

## SELECTING THE CENTRAL COMMITTEE

National Education Association and the American Association of School Administrators, Educational Policies Commission, *Education For All American Youth*. Washington, D. C.: The Commission, 1944.

Committee members studying the educational program will find this volume of interest. It discusses the needs of our youth and what the school can do to meet them.

Olsen, Edward G., *School and Community*. New York: Prentice-Hall, Inc., 1945.

This book discusses the rich possibilities that exist in a close relationship between the school and the community. It points out ways in which the two can work together and analyzes some of the problems faced. This volume will be of special interest to committee members working in the areas of the community and the curriculum.

Perkins, Lawrence B., and Cocking, Walter D., *Schools*. New York: Reinhold Publishing Corporation, 1949.

A recent book that presents in an easy-to-read narrative form, general aspects of educational buildings. This book begins with a meeting of citizens of various backgrounds. Discussion of related and group spaces is developed through the explanation of many of the facilities offered in school. Design, equipment, and heating of the school building are adequately covered. A look ahead is given with reference to places where further information may be obtained. The book ends with another meeting of citizens, this time to dedicate their new school.

Strayer, George D. Jr., *Planning For School Surveys*. Bulletin of the School of Education, Vol. 24, No. 2. Bloomington, Indiana: Division of Research and Field Services, Indiana University, 1948.

The mechanical details of planning a survey: what is needed, where it can be obtained.

Whitehead Willis A., and others, *A Guide For Planning Elementary School Buildings*. Columbus, Ohio: Bureau of

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Educational Research, College of Education, Ohio State University, 1947.

Proposals for planning school plants indicating studies which should be made.

## PERIODICALS

*American School Board Journal*, Bruce Publishing Company, Milwaukee, Wisconsin.

*The Nation's Schools*, The Nation's Schools Division, The Modern Hospital Publishing Co., Inc., Chicago, Illinois.

*The School Executive*, American School Publishing Corp., Orange, Connecticut.



*SELECTING THE CENTRAL COMMITTEE*  
**INDEPENDENT SCHOOL DISTRICT**  
Fullhouse, Nebraska

September 25, 1951

Dear Mrs. Jones:

The Board of Education of your school district is convinced that a survey of the school district should be undertaken. We believe that the citizens of this community can, with the aid of professional school people, do the job. Moreover, we believe that the best job is usually done by those whose interest is greatest, if technical advice is also available.

Therefore, we are inviting you to serve on the Central Survey Committee with a number of other representative citizens. This committee will serve as the coordinating group for the entire survey. Professional consultants will be supplied as you feel the need for them, and we trust that you will utilize the help of the teachers and pupils of our schools.

Meetings of this committee may be held for the most part in the evenings and on convenient dates. It is probable that ten or twelve central committee meetings, plus a number of subcommittee meetings, will be required. We hope the project will be completed on or before July first next.

We believe that the development of the educational program in our community should be a cooperative project. Therefore, we trust that you will accept our invitation to serve on this very important committee.

May we hear from you at your earliest convenience?

Very truly yours,

President  
Board of Education

## *SELECTING THE CENTRAL COMMITTEE*

### INDEPENDENT SCHOOL DISTRICT Lookahead, Wisconsin

October 15, 1951

Dear Mrs. Jones:

Congratulations on your selection as a member of the central committee of the school survey. I know it will mean a lot of work and a lot of time; however, I am sure you will welcome this opportunity to participate actively in this study of one of the most important enterprises in our city. We can best improve our community life when able citizens like yourself are willing to give a portion of their time and talents to such an endeavor. Our schools and our community are bound to profit by the results of this venture involving the participation of citizens in the study of our schools and their needs.

Enclosed is an outline of the project together with some suggested sources of information. Your committee will, of course, be free to modify the outline to best suit your needs. However, it may serve as a guide at our first meeting.

A list of books about educational planning and school buildings is also enclosed. These books are available for your use and can be secured from the librarian at the high school.

Remember, it is important that we all be present at Central High School for this first meeting to prepare plans for organization. It will take place on Friday, October 27, at 7:30 P.M.

Cordially yours,

Your Superintendent '

# TWO.

## *How to Organize the Central Committee for its Work*

It is the responsibility of the board of education to facilitate the initiation of the central committee. After the committee members have become acquainted with each other, the problem, their function, and the personnel and materials available to them, they are ready to proceed under their own power. The president of the board and the superintendent assume an advisory role as soon as the first



## ORGANIZING THE CENTRAL COMMITTEE

four objectives are attained. They should stand ready to supply help but never to dictate the organization and work of the committee.

There is some difference in the organization procedure suggested in working with small and large central committees. The organizational procedure for the small committee is outlined in full and the variation in procedure for the large committee is discussed under a subsequent heading.

### THE SMALL CENTRAL COMMITTEE

#### OBJECTIVES

The initial meetings of the central committee should have the following objectives in view:

1. To acquaint the members of the committee with each other and with the superintendent of schools and representative members of the board of education.
2. To acquaint the committee in some detail with the nature and scope of the problem.
3. To establish through discussion a clear understanding of the function of the committee.
4. To make known to the committee the personnel and materials available to it in its work.
5. To establish through committee discussion a clear understanding of the parts of the study and the relationship of each part to the total project.
6. To select by committee action a chairman and a secretary of the group.

## ORGANIZING THE CENTRAL COMMITTEE

7. To assign responsibility among committee members for work in the various areas of the study as outlined in the plan of the survey.

8. To organize committee members within the areas to which they have been assigned.

9. To explore the local resources, both lay and professional, and develop ways to utilize these resources in attacking the problem.

10. To establish clear channels of communication among central committee members, subcommittees, superintendent, and board of education.

### HOW TO ATTAIN THESE OBJECTIVES

The objectives indicated above will probably not be attained in less than two or three meetings of the central survey committee. The order suggested has been found suitable for the majority of committees but of course may be varied to meet the local circumstances. Once these objectives have been reached the work of the survey is ready to get in high gear. Any hesitancy that may have existed among committee members will rapidly disappear as the 10 objectives are realized. With understanding will come a feeling of the challenge presented and the committee will respond wholeheartedly.

1. The president of the board of education might well act as chairman of the first meeting. If he is acquainted with the members of the committee he may assume the responsibility of introducing each member. If he can tell a little about each member's vocation, interests, and personality, the introductions will be more meaningful.

Another device for getting the group acquainted is to have



## *ORGANIZING THE CENTRAL COMMITTEE*

each member stand and introduce himself. Still another is to have each member introduce the person sitting next to him. In any case, a little information about each member helps to speed up the process of getting acquainted. It is essential that committee members know each other in order that the work of the survey get underway in a minimum amount of time. The means of accomplishing this will vary. The president of the board should feel free to use his ingenuity in the matter.

2. A statement of the problem is usually the task of the president of the board of education, but may be undertaken by the superintendent. The statement should be a simple and clear explanation of the need for an adequate, sound long-range educational and building program. Sufficient facts are usually available to give concrete evidence of the need for action. A few figures on enrollments, drop-outs, vocational demands, facilities available, age of buildings, and site descriptions will prove interest-provoking as well as helpful in acquainting the committee with the problem.

Thoughtful citizens will appreciate the need for looking ahead in planning the educational program and the buildings to house it. They will see the need for careful planning and the necessity of getting all the available pertinent facts before acting.

3. The function of the central survey committee is to solve the problem presented, that is, to develop a sound, adequate program within the financial resources of the community.

What responsibility does the committee have? The problem is a community problem and the board of education, which represents the community educationally, needs,

## ORGANIZING THE CENTRAL COMMITTEE

and is requesting, help. It is turning to citizens of the community and saying, "We would like to have you make a thorough study of the educational situation, our school plant, school finances, and any other factors that will help you in recommending a sound program."

In the discussion of the duties of the committee, the president of the board should indicate that the recommendations of the committee will be the basis for action by the board. He should assure the group that the plan it presents will be adopted by the board subject only to such modifications as changing situations may dictate. The importance of the work of the committee in terms of child welfare and community progress cannot be overemphasized. The plan adopted will influence education in the community for a quarter of a century or more. It must be a good one. A good plan may be formulated through enlisting the most capable persons available. The board of education recognizes this fact and is calling on citizens of the community for aid.

The legal power to take action rests with the board of education. The citizens' survey committee is advisory in nature and its recommendations are to be made to the board of education, which will then take action.

The chairman of the meeting should give all committee members ample opportunity to ask questions concerning the function, duties, and responsibilities of the committee, and should encourage them to do so.

4. Usually the superintendent will assume responsibility for explaining in detail the various resources available for use in the study of the problem. These resources will be of two kinds, material and human.



## *ORGANIZING THE CENTRAL COMMITTEE*

The material resources which should be placed at the disposal of the committee include:

- a. Well-heated and lighted school rooms for committee work.
- b. A library of books on school buildings and educational programs.
- c. Duplicating facilities for committee reports and questionnaires, and statements.
- d. Other materials needed, such as building scoring sheets and current professional magazines.
- e. Materials available from the National Citizens Commission for the Public Schools.

The human resources include:

- a. The superintendent himself, acting as an ex-officio member of the committee. He will act as the facilitating agent for the study. His duties will include giving information and advice, arranging for consultants as the need for them is expressed, establishing and maintaining channels of communication among workers in the survey, and generally "keeping the ball rolling."
- b. The board of education. Members of the board are valuable sources of information.
- c. The professional staff of the local schools, including teachers, principals, the school nurse and others.
- d. The students.
- e. The people of the community.
- f. Outside professional consultants to be secured as

## *ORGANIZING THE CENTRAL COMMITTEE*

needed from the state department of education, the state university, teacher training institutions, and elsewhere.

g. Clerical and stenographic help.

5. The superintendent will usually take the lead in explaining the parts of the study. In fact he may find it advantageous to construct a wall-size chart showing a tentative list of the various possible divisions and subdivisions of the study. The usual divisions for study are discussed in Chapter Three. The four major divisions are:

- a. The community and its people
- b. The school finances
- c. The present school plant
- d. The educational program

A fifth division, which facilitates work in these four, is public relations. The committee must be sure that the public is kept informed of the progress of the study and the committee kept informed about the attitudes of the public. Public relations are important during the study and later, when the recommendations are put into action.

These divisions of study will be discussed later. However, in setting up the survey the citizens committee must develop an outline fitted to local circumstances. The major divisions of study will be the same in all communities. However, the exploration of them by the committee will undoubtedly uncover many unique phases of the problem that should be listed as subtopics under the major headings chosen.

Out of the general discussion should come a clear under-



## *ORGANIZING THE CENTRAL COMMITTEE*

standing of the phases of the problem to be explored and the information to be secured. The essential thing is that, with the guidance and advice of the superintendent, the committee arrives at a tentative plan for launching the study.

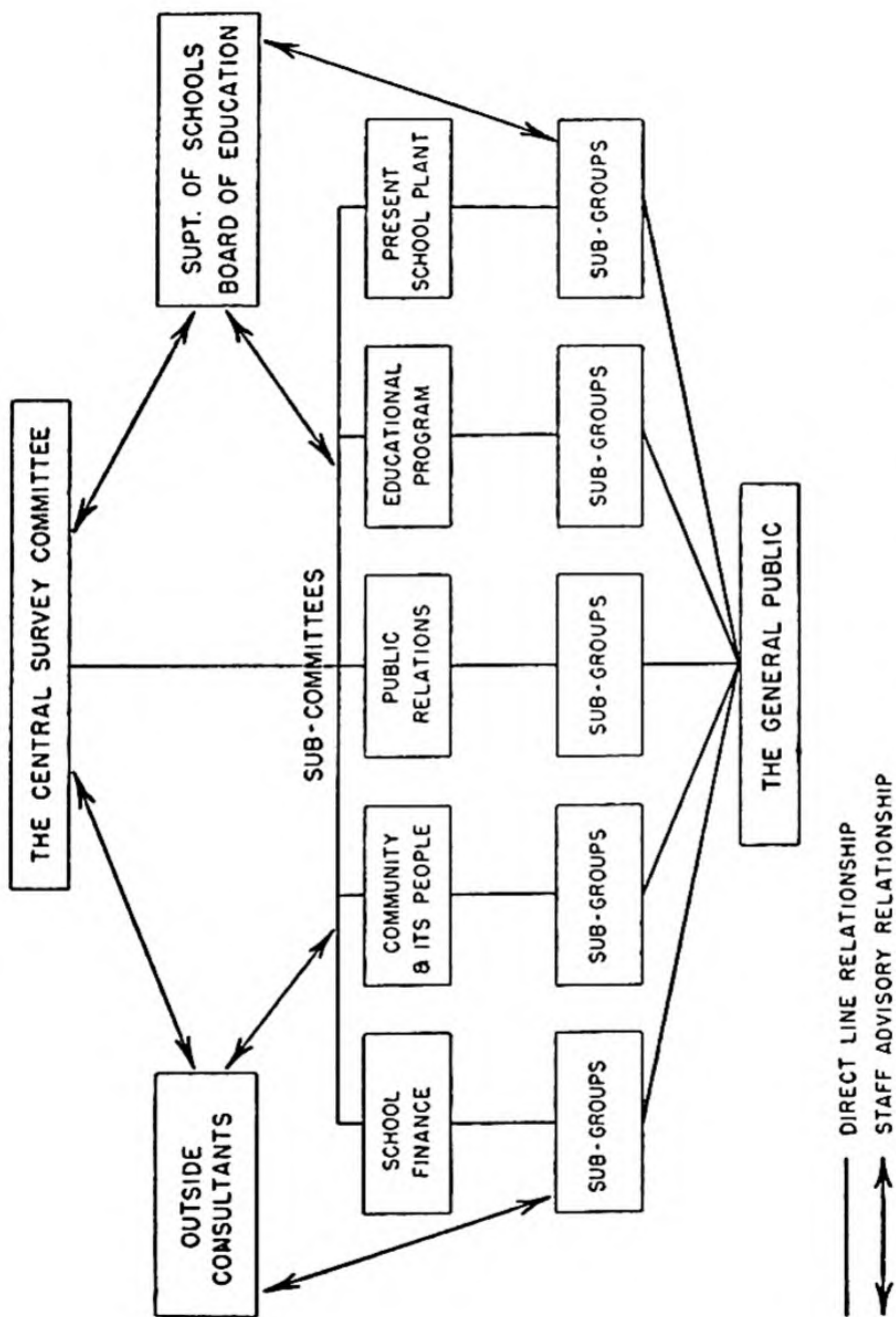
This plan should indicate:

- a. What are the facts we need to know?
- b. What meanings do we need to get from these facts?
- c. How shall we classify and list these facts and meanings so we can assign responsibilities to individuals?

The suggested outline that appears in Chapter Three can be used to form the basis from which an outline particularly adapted to the community may be developed. It should serve as a helpful guide to the committee in planning an attack on the problem. The plan of the study should be flexible enough to allow for revisions and additions as the project develops.

After the members of the committee are acquainted with each other, with the problem, with their function, and with the resources available, and have established a clear understanding of the plan for the survey, the next step ordinarily will be the organization of the central committee itself.

6. The temporary chairman will do well to put the question of organization to the group at this time. The previous steps will, in most cases, occupy the time of the first meeting so that the selection of officers of the committee will be made at the second meeting. In the interim between meetings each member will have a chance to consider the qualifications for office of other members. In situ-



*Chart A. Organization and Communication for Citizen's Survey (small central committee).*

## *ORGANIZING THE CENTRAL COMMITTEE*

ations where the committee members are well acquainted, organization may come just before the close of the initial meeting. If the committee is ready to organize at the first meeting, well and good. The work of the survey is accelerated.

Usually the central survey committee will need only two officers. One is a chairman to preside at meetings and perform the functions of leadership. A second is a secretary to record the minutes of the meetings and perform the usual duties of the office. A vice-chairman may be named and an assistant secretary is sometimes selected. However, the need for these officers has not proven very great. They usually serve only in the absence of the principal officers and such absence has been found to be very infrequent. In general, it is best to keep the number of officers at a bare minimum but the local situation should govern the choice.

The temporary chairman should secure the opinion of the group on the method of selection of officers. Two methods have been found successful. They are: (a) nomination of officers from the floor by members of the committee and election on secret ballot, and (b) appointment of a nominating committee (by the temporary chairman), which in turn submits a slate of candidates to the committee for a vote.

After the chairman is elected he should preside over all subsequent meetings. The secretary will see that an accurate record of the meetings of the committee is kept and that copies of the minutes are distributed to all members. These need not be minutes in the parliamentary sense, but may well be a collection of ideas indicating the progress of the group.



7. Perhaps the first job of the newly elected chairman will be to determine the interests and competencies of his committee members so that he may assign each one a job. Usually each member will have a preference regarding the major area in which he would like to work. Those who express no preference may be assigned to areas that are short of personnel.

If there are 15 committee members, there will be an average of three for each of the major areas. If there are only 12 members of the committee, a logical division of personnel might be made as follows:

- a. The community and its people—three persons
- b. The financial ability of the school district—two persons
- c. The present school housing situation—two persons
- d. The educational program the people want—three persons
- e. Public relations—two persons

Assignment to an area of study does not mean the committee member must secure all the information needed in that area. He, along with his fellow-member or members assigned to the area, is responsible for seeing to it that the *information is secured*. Obviously, the central committee itself cannot possibly do all the work of the survey. Nor is it desirable that it do so. Many persons will contribute their time and efforts. It will be the job of the committee to see that the necessary information is secured, and that it is brought to the central committee and presented in co-ordinated form. There is almost no limit to the number of people who may be employed by the use of subcommittees



## *ORGANIZING THE CENTRAL COMMITTEE*

working on special topics. The division of responsibility among members permits concentrated work by individual members in their respective areas of greatest interest. It is usually inadvisable for one member to work in two areas. The chairman and secretary, as well as any other officers who may be serving, should accept assignments to areas of study.

8. After area assignments are made the committee should divide itself into subcommittees representing the various areas of the study. Each subcommittee should organize itself to secure facts in its area and interpret those facts to the central committee. The subcommittees may organize internally in any way they see fit. In some instances these subcommittees have chosen chairmen; in others each has operated as a committee-of-the-whole. Sometimes the major area is broken down into sub-areas for each one of which a member of the subcommittee accepts responsibility. For example, in the area of the educational program, one member may take the elementary curriculum; another, the secondary; another, adult education; and a fourth, pupil services, and so forth. The people working in each of these sub-areas are organized as sub-groups.

9. After the subcommittees are organized for work they should plan to explore local resources, both human and material, and develop ways to utilize them.

What individuals and organizations in the community may be interested in one or another phase of the study? Teachers will be vitally interested in the educational program to be offered. Parent-teacher organizations as well as individual parents will share this interest. Businessmen

## *ORGANIZING THE CENTRAL COMMITTEE*

may be interested in vocational education. All of these not only will be interested but will have much to contribute toward securing information and expressing educational needs of the community if they see the need for such co-operation.

How can the resources of the community be utilized for fact-finding, fact-classifying and fact-interpreting? One rather simple but effective way is for the subcommittee in each area to formulate a series of questions designed to get at the facts, opinions, and attitudes that must be revealed. For example, in the area of the community and its people, the series of questions might include:

- a. How many people live in the school district?
- b. What has been the trend of the general population over the past 40 years?
- c. What is the geographical direction of population growth?
- d. In what areas is the population stable? increasing? declining?
- e. How many children of pre-school age are there in the district? Where do they live?

The next step is to pose these questions to individuals and groups who have special knowledge, abilities, and interests useful in getting this information. Possible sources include the local chamber of commerce, city planning commission, realtors, the public library, the city engineer, and others.

For some of the information it may be necessary to conduct a house-to-house census of pre-school children. The parent-teacher organizations might do this job under the over-all direction of a member of the central committee.



## *ORGANIZING THE CENTRAL COMMITTEE*

In some instances, high school students under the direction of teachers have done the job.

There are hundreds of people in every community who have the ability and interest to help in the study. The extent to which they contribute will depend largely on the ingenuity of the central committee in enlisting their aid.

10. It is extremely important that clear channels of communication be established between:

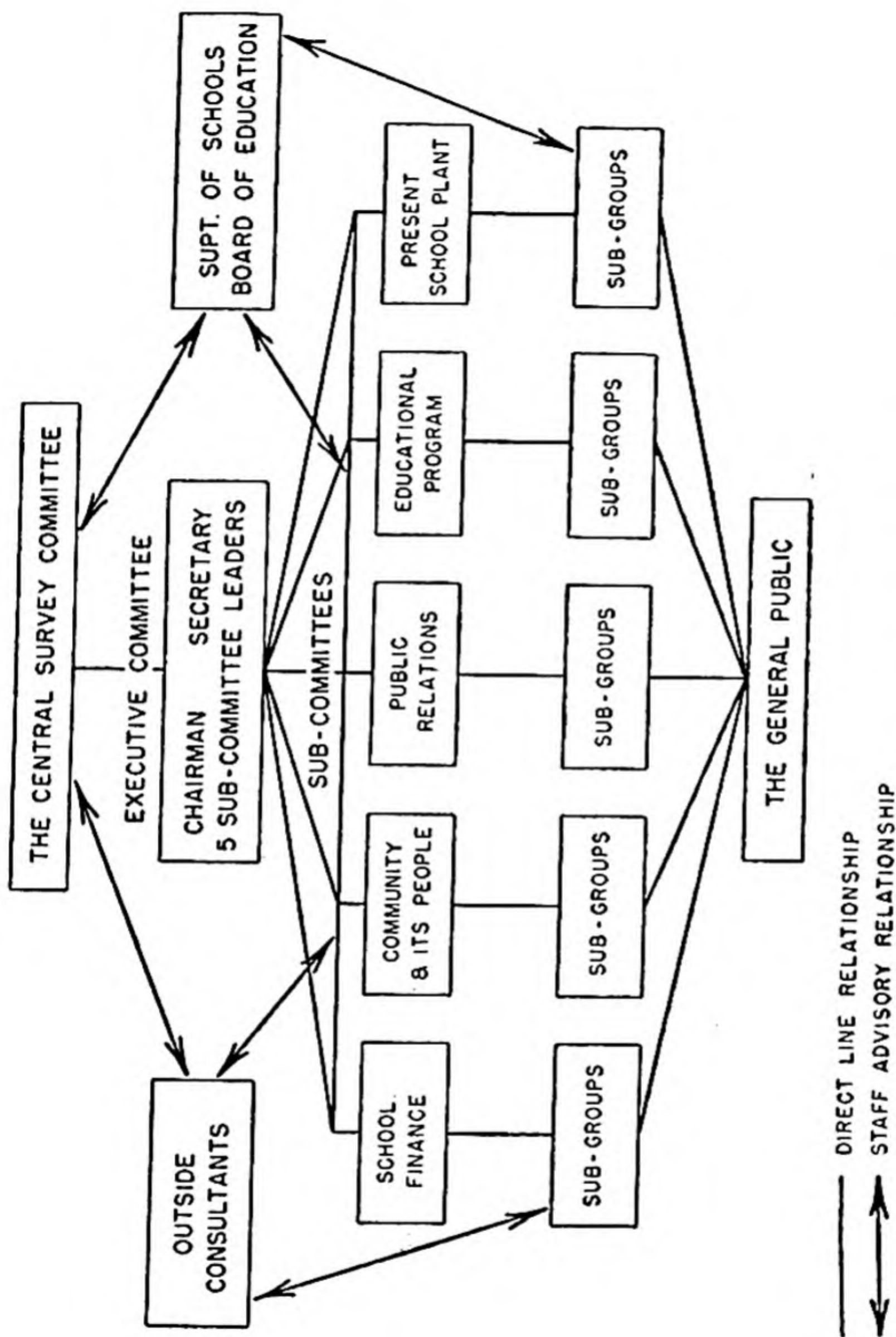
- a. the central committee and the superintendent,
- b. the central committee and the board of education,
- c. the central committee and the consultants,
- d. the central committee and the subcommittees,
- e. the central committee and the public, and among those working with the central committee, i.e., the superintendent, the board of education, the consultants, and the subcommittees.

These should operate as two-way channels so that information can flow to and from the central committee. (See chart on page 25.) The central committee has the unique function of hearing all the evidence, interpreting it, and making the recommendations.

### *THE LARGE CENTRAL COMMITTEE*

Because it is sometimes advisable, particularly in large communities, to name as many as 35 or 40 people to the original committee, some variation in the organization procedure is desirable in such cases.

After the members of the committee have been introduced, and acquainted with the problem, their function, and the available resources and have set up a tentative study



*Chart B. Organization and Communication for Citizen's Survey (large central committee).*



## *ORGANIZING THE CENTRAL COMMITTEE*

structure, the temporary chairman should proceed as follows:

A. Place the five major area headings on a large blackboard or wall-sized chart and poll the group to determine the area in which each member prefers to work. When a member is in doubt delay his assignment until later. Ordinarily enough members are willing to work in each of the areas so that a well balanced setup may be obtained. The proportion of members assigned to each area will vary with the community and the interests of the committee membership. A distribution approximating the following has been found satisfactory:

- a. The community and its people—25 per cent of the members
- b. The financial ability of the school district—15 per cent of the members
- c. The present school housing situation—20 per cent of the members
- d. The educational program the people want—25 per cent of the members
- e. Public relations—15 per cent of the members

For example, if there are 40 members of the committee, 10 would work in area a; 6 in area b; 8 in area c; 10 in area d; and 6 in area e.

B. After all, or nearly all, members of the committee have selected their areas of work, then each of these subcommittees should meet in a separate room to select a leader. The five leaders selected then report to the temporary chairman and their names are recorded on the chart above the areas they represent.

## ORGANIZING THE CENTRAL COMMITTEE

C. This group of five leaders then becomes a nominating committee which selects a slate of candidates for chairman and for secretary. One or two or even three names may be presented by this group as candidates for each office. It is usually wise to secure the consent of the nominees before their names are presented. For this reason, and also in order to give the nominating committee time to study the membership, it is best to submit the slate of candidates at a subsequent meeting or by mail. If a vice-chairman and assistant secretary are to be elected, it is often advisable to present two names for chairman and two for secretary. The person receiving the highest number of votes for chairman is declared elected, and the other candidate becomes vice-chairman. The same procedure applies to the offices of secretary and assistant secretary.

D. The chairman, the secretary, and the five subcommittee leaders become the executive committee of the central committee. This seven member committee (nine members if a vice-chairman and an assistant secretary are selected) becomes the action agency in carrying out the policies and plans of the large central survey committee.

From this point the sub-groups proceed to complete the working organization in each major area as outlined for the small central committee. The organization of the larger central committee proceeds through these latter stages in the same manner as that of the smaller central committee but is facilitated by the use of an executive committee.

# THREE.

## *An Outline of the Survey--- What to Find and Where to Find it*

This chapter presents an illustrative outline of the survey together with suggested sources of information. Each central survey committee will, of course, wish to develop its own outline to fit the particular problems of the community. However, the outline that follows makes a ready starting point and the content can easily be adapted to the wishes of the committee within the framework of the outline.



## AN OUTLINE OF THE SURVEY

Such an outline gives an over-all view of the whole project, which is essential for all concerned. With such an outline each worker may see how his part fits into the total effort.

The outline presented is not exhaustive, but will be found to contain the most essential items under each area treated, and may suggest others of local importance. Its purpose is to give the central committee a guide as it proceeds to develop the blueprint for the survey.

## AN OUTLINE OF THE SURVEY

### AREAS TO BE EXPLORED

#### The Community and Its People

1. Historical background including recent developments
2. Economic analysis of the community
  - a. Agricultural products
  - b. Industries
  - c. Distributive enterprises
  - d. Professional services
  - e. Job opportunities
3. Inventory of basic social services
  - a. Hospitals
  - b. Recreational facilities
  - c. Churches
  - d. Public auditoriums
4. Transportation facilities
  - a. Transportation within the community
  - b. Transportation to and from the community
  - c. Types of roads in district
5. Description of the population
  - a. Percentage of foreign-born
  - b. Percentage of white and colored
  - c. Mobility factors



## *AN OUTLINE OF THE SURVEY*

- d. Birth rate for past 10 years
- e. Mortality rate for past 10 years
- 6. Changes in population
  - a. General population trends over last 4 or 5 decades
  - b. Estimated present population
  - c. Estimated future population
- 7. Direction of population growth
  - a. Areas where population is growing
  - b. Areas where population is static
  - c. Areas where population is decreasing
- 8. Location of child population
  - a. Spot maps showing location of all children from 0 to 18 years of age, according to age levels
- 9. School enrollments
  - a. Enrollments in past years
  - b. Present enrollments
  - c. Estimated future enrollments

### **The Financial Ability of the School District**

- 1. The assessed valuation of the district
  - a. Total
  - b. Per-pupil
- 2. The present indebtedness of the district
  - a. Schedule of payments, past and future
  - b. Legal debt limitations
- 3. The source of school income
  - a. Local taxation
  - b. State funds
  - c. Federal funds
  - d. Tuition
  - e. Other income
- 4. Expenditure patterns and trends
  - a. Current expense for each year of last decade
  - b. Debt retirement and capital outlay for each year of last decade
- 5. Effort to support schools
  - a. School levies for each year of past decade

## AN OUTLINE OF THE SURVEY

- b. Maximum levies possible
- c. Record of voters' reactions to increase of levies, bond proposals and site acquisitions
- d. Proportion of local tax dollar going to schools
- 6. Effort needed to support the proposed program

### The Present School Housing Situation

- 1. Present buildings
  - a. Location
  - b. Description
  - c. Capacity
- 2. Present sites
  - a. Location
  - b. Description
- 3. Evaluation of buildings and sites
- 4. Utilization of buildings
  - a. Pupils housed in each building (vacant rooms)
  - b. Facilities and equipment of each building
- 5. Possibilities for remodeling buildings
- 6. Possible sites for new buildings

### The Educational Program the People Want

- 1. The philosophy of the schools
- 2. The depth of the desired educational program
  - a. Nursery school
  - b. Kindergarten
  - c. Elementary school
  - d. Junior high school
  - e. Senior high school
  - f. Community or Junior College (Grades 13 and 14)
  - g. Adult Education
- 3. The breadth of the desired educational program
  - a. Nature and extent of vocational education
  - b. Nature and extent of academic education
  - c. Nature and extent of life problems education
  - d. Nature and extent of creative type of education
  - e. Nature and extent of extra-curricular provision
- 4. Provisions for education of exceptional children

## AN OUTLINE OF THE SURVEY

5. Provisions for pupil services
  - a. Guidance
  - b. Health service
  - c. Psychological services
  - d. Hot lunches
6. The organization of the educational program
7. The administration of the educational program
  - a. Business management
  - b. Supervision
  - c. Staff personnel
  - d. Pupil personnel

## WHAT TO DO WITH THE FACTS

### Analyzing and Interpreting the Facts Collected.

1. What kind of a picture do we have when we put all the facts we've found together?
2. What are the implications for the educational program of the things found out about the community?
3. What kind of educational program is required to meet community needs?
4. What possibilities are open to us in terms of our financial ability?
5. Are community resources adequate to support the proposed program and house it?
6. In what respects is the present school plant suitable and adequate to house the proposed program?
7. In what respects is it unsuitable? in what respects inadequate?
8. Does the proposed educational program outlined meet the needs and wishes of the people insofar as possible?

### Planning to House the Program

*In setting up the plan to house the educational program, whether such plan contemplates only remodelling and adding to existing buildings or constructing new units or both, it is well to review the criteria of good school housing*



## AN OUTLINE OF THE SURVEY

*facilities in relation to such planning. These criteria relate to such things as the following:*

1. Site requirements
  - a. Size
  - b. Desirability of location
  - c. Safety
  - d. Economy
  - e. Accessibility
2. Space requirements per pupil
3. Minimum and maximum size of efficient attendance units
4. Maximum travel distances for pupils
5. Grade organizations
6. Special services to be housed
7. General design of buildings

### The Recommended School Building Program

1. This is the master plan which plots the course of school plant construction over a period of years. It should contain recommendations relative to:
  - a. The nature and extent of the educational program to be housed
  - b. Location and size of new building sites
  - c. Location of new buildings
  - d. Type of new buildings to be constructed
    - (1) Elementary, junior high, senior high
    - (2) Number of stories
    - (3) General over-all design
  - e. Areas of the educational program to be housed in each building
  - f. Approximate size of each building
  - g. Remodeling and additions to existing buildings
  - h. Elimination of old buildings
  - i. Priorities to be assigned each unit of construction
  - j. Estimated cost of building program
  - k. A plan of action to effect the program



# AN OUTLINE OF THE SURVEY

## SOURCES OF INFORMATION

Sources of information concerning the educational program and other areas, if such are studied, will vary rather widely from community to community. However, those working in the areas should have little difficulty in discovering these sources because many of them are found in the people themselves. Teachers, pupils, parents, and other laymen are rich sources of information. Techniques and methods for obtaining this information are found in the books and pamphlets recommended to the committees in the "Useful Materials" sections throughout the manual.

### The Community and Its People

1. Historical background including recent developments
  - a. Historical documents in courthouse and local museum
  - b. LeBaron's History of each county in Illinois, histories of education for each county in Iowa, at State University of Iowa, Howe's *History of Ohio* and similar works
  - c. Special history of the county from the state department of education or state university  
Other histories of the county from local library or state library
  - d. Historical facts from local members of the community, usually concerning certain sections of the community
  - e. History of school district reorganization available at the office of the county superintendent of schools
2. Economic analysis of the community
  - a. School projects in which students conduct studies of vocational opportunities, industries, and economic future
  - b. Questionnaires to industries and merchants, stores

## *AN OUTLINE OF THE SURVEY*

- c. Listing and analysis of industry from the various local enterprises
- d. Chamber of commerce
- e. Local telephone book
- f. Vocational division of the state department of education
- 3. Inventory of basic social services
  - a. Chamber of commerce
  - b. County health and welfare agencies
  - c. Ministerial associations
  - d. Recreation board
  - e. Service club council
  - f. Community chest
  - g. Community planning council
- 4. Transportation facilities
  - a. School transportation records
  - b. Local bus lines
  - c. Inter and intra state bus lines
  - d. Railroads
  - e. School bus drivers
  - f. Director of transportation in school
  - g. Current school maps
  - h. Private rental vehicle companies
  - i. Other specialized modes of transportation
  - j. Road commissioners
  - k. City traffic division
  - l. State highway department
- 5. Description of the population
  - a. Federal census
  - b. Local census
  - c. Courthouse records indicating nature of the population
  - d. Local welfare agencies
  - e. Sample of nationality origin to be taken from the school records
  - f. Chamber of commerce

## *AN OUTLINE OF THE SURVEY*

6. Changes in population
    - a. Federal census
    - b. National population trends
    - c. State population trends
    - d. Current sociological studies of the general area
    - e. Chamber of commerce
  7. Direction of population growth
    - a. Real estate agencies
    - b. Census (location of population)
    - c. Utility companies
    - d. Chamber of commerce
    - e. Housing agencies (F.H.A., P.H.A., etc.)
  8. Location of child population
    - a. School census including residence
    - b. Preparation of spot maps
    - c. School superintendent's records
    - d. Use of the sampling technique of school census cards
    - e. Canvass of local groups
  9. School enrollments
    - a. Local school records
    - b. Records in the office of the county superintendent
    - c. Records of the state department of education
- The Financial Ability of the School District
1. The assessed valuation of the district.
    - a. School board records
    - b. County court house records
  2. The present indebtedness of the district.
    - a. School code of laws
    - b. County superintendent's office
    - c. Local school records
    - d. Comparative district statistics
    - e. State department of education
  3. The source of school income.
    - a. Local school records
    - b. County superintendent's office
    - c. School code



- d. State department of education
  - e. County tax records
  - f. Proceedings of the board of education
  - 4. Expenditure patterns and trends.
    - a. State department of education
    - b. Federal education studies
    - c. Local school records
    - d. County tax office
  - 5. Effort to support schools.
    - a. Local school records
    - b. History of voter reactions
    - c. Comparative district statistics
  - 6. Effort needed to support the proposed.
- The Present School Housing Situation
- 1. Present buildings
    - a. School records
      - 1. Maintenance and operating costs
      - 2. Plans of buildings
    - b. Visitation
  - 2. Present sites
    - a. School records
    - b. Township trustees and/or similar officers
    - c. Local real estate men
  - 3. Evaluation of buildings and sites
    - a. Use of the uniform rating scale
    - b. Consultants
    - c. Visitation
  - 4. Utilization of buildings
    - a. Administrative personnel and teachers
    - b. Visitation
    - c. Current utilization studies
    - d. Consultants
  - 5. Possibilities for remodelling buildings
    - a. Visitation and evaluation
    - b. Local architects
    - c. Original floor plans
    - d. Building engineers

## *AN OUTLINE OF THE SURVEY*

6. Possible sites for new buildings
  - a. Local property owners
  - b. Real estate agencies
  - c. Visitation of present sites owned by the school system
  - d. Visitation of possible sites
  - e. City planning commission
  - f. City engineer

### **KEEPING THE PEOPLE INFORMED**

1. The people of the community should be kept informed from the beginning of the survey until all the facts are obtained. Facts and figures should be reported as they are discovered. Recommendations should be reserved for the final report to the board of education.
2. Media of publicity include:
  - a. Newspaper
  - b. Radio
  - c. Films
  - d. Pictures
  - e. School paper
  - f. Study groups
3. A good public relations program works two ways:
  - a. It keeps people informed of the work of the survey committees
  - b. It provides ways and means by which all people in the district may make their opinions known to the appropriate committees
4. The complete survey report, including conclusions and recommendations, should be submitted to the board of education. The board may then publish it, or a digest of it, for general distribution.

# FOUR.

## *How to Study Your Community*

Your community has characteristics of its own just as individuals have characteristics of their own. A careful study of these community characteristics is essential in planning to meet the educational needs of your community. On the surface, your community may appear to be much like hundreds of others all over the country. However, when we look beneath the surface, we discover many differences of both nature and degree. Just as no two individuals are alike, so no two communities are exactly alike.

There is also the element of change to be considered.



## STUDYING YOUR COMMUNITY

Two communities whose characteristics may appear to be identical may need different educational programs because of changes that are taking place. For example, a community may be changing from rural to urban in character, from an agricultural to an industrial basis, or from a small population center to a large one.

The characteristics of a community and the direction of changes in it largely determine its educational needs. The educational needs of the community in turn determine the kind and amount of school housing required. This is why we need to study the community and set down in a logical order those facts which will help determine what the educational needs are and what school housing is necessary to accommodate them.

### WHAT ABOUT THE HISTORY OF THE COMMUNITY?

A brief history of the community in general, with special emphasis on the educational developments that have taken place over the years, will be found quite helpful. The general community history beginning with the first settlers will add to the interest of the survey report. The story of the development of the educational system of the community will provide background for the study as well as help orient people to the survey.

The educational history might start with the erection of the first schoolhouse in the community and trace the growth of the housing facilities required by an expanding curriculum and increasing numbers of children. It should not fail to include the story of public support given to the educational program over the years. Bond issues voted for school buildings should be particularly highlighted. Any

changes in school boundaries should be noted.

Usually two people can handle the job of compiling the history of the community. Two members of the subcommittee on the Community and Its People may assume responsibility for the history, or the committee may assign the work to persons in the community with special qualifications.

The use of two persons is suggested because the work is naturally divided into general history and educational history. Perhaps the city librarian or a history teacher who takes considerable interest in local history will welcome this task. A retired superintendent of schools or school principal is often glad to compile the history of the educational system.

Often the job may be made a project of the high school civics class or a school club that is interested in history. Sometimes a local civic organization will adopt the history as a community project. In any event, these groups can furnish a wealth of information about the community.

When the history is completed, it should be checked for accuracy by the subcommittee and modified, if necessary, in order that it may be most useful in the study.

### HOW SHALL WE APPRAISE THE ECONOMY OF THE COMMUNITY?

The economics of the community will have a direct bearing on education in at least three ways:

1. Vocational education opportunities needed.
2. Other types of training required, including adult education.
3. Ability to support education.



## STUDYING YOUR COMMUNITY

We need to know the basic facts of the economic life of the community as it is now and as it is likely to be ten years and twenty years hence.

Often the necessary material has already been collected, and the task is one of digesting and interpreting it. The local chamber of commerce, agricultural groups, labor unions, and banks frequently have reports of economic studies on hand. Major business concerns can often supply valuable data. Railroad companies and motor transport concerns can give information about shipments in and out of the community.

The United States Bureau of the Census will supply information about the number of persons employed in each of the major occupations. Trends over several decades may be established to show changes in the occupational pattern. Table I illustrates this presentation.

TABLE I  
EMPLOYED WORKERS 14 YEARS OF AGE AND OVER.  
(1242 in 1930; 1464 in 1940; 1616 in 1950)

<i>Major Occupation</i>	<i>Per cent employed</i>		
	<i>1930</i>	<i>1940</i>	<i>1950</i>
Professional and semi-professional	21	20	18
Farmers and farm managers	14	10	8
Proprietors and business managers	8	9	11
Clerical and sales workers	21	23	24
Skilled and unskilled workmen	36	38	39
Totals	100	100	100

A listing of the major industries of the community and the number of employees in each industry will prove valuable. Such a listing, taken from a survey made in Ottawa,



Illinois, is shown on page 50. The increase or decrease of the number of employees over the last decade will be most significant. The number of new employees added to payrolls in each industry each year is significant also.

A listing of the distributive enterprises of the community and the number of employees in each provides a basis for estimating job opportunities available at home. Such a listing, taken from a survey made in Geneseo, Illinois, is shown on page 51. Trends in these enterprises will help predict the future nature of the economic life of the community.

A factual analysis of the major resources of the community, particularly its raw materials, may give some indication of possible economic developments of the future.

The number of professional people employed in the community provides another key to the number and nature of job opportunities.

The value of the products of a community over the years gives an insight into its economic progress and its ability to finance a school building program. Significant changes in the economic pattern of the community will bring with them changes in the occupational pattern, which in turn have definite implications for the educational program. Adults, in particular, need training to meet the occupational pattern changes, because they cannot easily move elsewhere to find jobs.

Such information as is here indicated and other material of similar nature that may be available should be collected, co-ordinated, and compiled. On the basis of these facts, members of the committee may propose answers to the following questions:

## STUDYING YOUR COMMUNITY

1. What types of vocational education does our community need, and what changes in this picture may be looked for in the years ahead?

### LIST I.

#### MAJOR INDUSTRIES AND APPROXIMATE NUMBER OF EMPLOYEES \*

<i>Established Industries</i>	<i>Product</i>	<i>Approximate Number of Employees</i>
Libbey-Owens-Ford Glass Co.	Plate glass	1,400
Bakelite Corporation	Vynylite	300
Ottawa Silica Company	Silica sand	200
Chicago Retort and Fire Brick Co.	Fire brick	180
J. E. Porter Corporation	Playground equipment	107
Luminous Processing Co.	Radium dials	100
Peltier Glass Company	Colored glass	100
Fisher Factory	Needlework	95
Standard Silica Co.	Silica Sand	70
Purity Baking Co.	Wholesale bread	65
Sanders Brothers Manufacturing Co.	Mill work	60
National Fireproofing Co.	Building tile	50
Meckum Engineering Co.	Special equipment	45
Burns Machine Co.	Machine tools	30
King and Hamilton Co.	Farm equipment	30
Osage Coal Co.	Strip mine coal	20
Ottawa Products Co.	Ice and ice cream	15
Ogden Engineering Co.	Special machinery	15
Ottawa Milk Products Co.	Cheese and butter	10
Miscellaneous	Various	100

\* Adapted from Ottawa Chamber of Commerce Bulletin. Ottawa, Illinois, 1948.

2. What other types of educational training are needed to meet the requirements of the present and future occupational pattern of the community?

## STUDYING YOUR COMMUNITY

3. Is the basic economy of the community such as to indicate steady economic growth, relative stability, progressive decline, or erratic fluctuation as a foundation for local school financial support?

### LIST II.

#### NUMBER OF RETAIL STORES AND SERVICES IN GENESEO AND NUMBER OF EMPLOYEES, 1950 \*

<i>Nature of Store or Firm</i>	<i>Units</i>	<i>Full-Time Employees</i>
Food Stores	14	68
Drugs	2	9
Commercial Recreation—Movies, Bowling, etc.	3	19
Garages, Service Stations, Tire dealers, Wheel Alignment	26	98
Furniture	3	13
Banks—Loans	2	16
Laundry and Cleaning	3	21
Farm Equipment	6	31
Real Estate—Insurance	7	14
Telephone Company	1	38
Utilities	2	21
Retail Clothing, Jewlery, Books, etc.	10	40
Appliance, Hardware, Auto Acess., etc.	7	25
Funeral Homes	2	6
Livestock	3	10
Contractor, Plumbing, Heating, General	12	40
Florists	4	10
Taverns	5	16
Restaurants	7	38
Newspapers and Agencies	4	15
Totals	123	548

\* Geneseo Citizens, and College of Education, University of Illinois, *A Public School Building Program For the Geneseo Community Unit District of Henry County, Illinois*, p. 36.



## STUDYING YOUR COMMUNITY

The facts about the economy that the committee has compiled should be set forth in the report, so that the accuracy of interpretations may be appraised by those who read the study.

### WHAT BASIC SOCIAL SERVICES DOES THE COMMUNITY PROVIDE?

There are a number of basic services which a community should provide for its people. Different communities supply them in varying degrees, but the rudiments are found in all communities. The nature and extent of these services are often quite revealing as we study a community.

The school as a service institution will be called upon to provide services that, because of lack of size or other reasons, a community does not provide through customary agencies. It may also be called on to supplement the work of other service agencies. Certainly the school must co-operate with these agencies to avoid unnecessary duplication of effort. For example, the school health program should be co-ordinated with the public health program. If public recreational facilities are inadequate, the school may be able to meet the deficiency in its building program. If a large public auditorium is available, it may relieve the school of the necessity of building one.

A careful analysis of the number, type, and adequacy of the basic social services of the community will help to clarify the role of the school in the community, and consequently the type of buildings necessary.

The answers to such questions as the following will shed much light on the situation:

To what extent do people get adequate dental care?

To what extent do people participate in recreational activities?

To what extent do epidemics occur?

Do people have free access to, and make use of, libraries?

Included in the study should be the following:

1. Number and size of hospitals and clinics
2. Nature and extent of public health service
3. Number, size and nature of recreational facilities including:
  - a. Parks and playgrounds
  - b. Athletic fields and gymnasiums
  - c. Tennis courts, bowling alleys, and golf courses
4. Number and membership of churches and church activities provided for youth
5. Number and size of public auditoriums
6. Number and nature of lectures, public forums, and music series
7. Number and nature of civic organizations
8. Number of social welfare organizations
9. Number of museums, arboretums, planetariums, aquariums, libraries, and zoos

A review of the social services of a community is given by way of illustration.

Community activities of an educational or recreational nature are unusually well provided for and are more extensive than would normally be expected in a down state county seat. This again is the result of the location of the University of Illinois in Urbana. Concerts, forums, art displays, educational



## STUDYING YOUR COMMUNITY

talks and meetings largely revolve around the University which provides both the programs and the locale for these activities which are generally freely open to the public. Thus the city has had the opportunity of experiencing such activities of a high order and of great value to Urbana's citizens; however, the provisions made by the University appear almost to exhaust the activities of such kind that are publicly available in Urbana. The citizens have tended to allow the responsibility for providing such enriching experiences to rest almost entirely with the University; they have not regarded the University's work as a stimulus to greater effort and development planned for the benefit of the Urbana community itself.

The usual clubs and organizations, Rotary, Exchange, Boy and Girl Scouts, and Junior Red Cross, are in existence and have a flourishing membership. Various privately owned recreational facilities are also available, such as a bowling alley, skating rink, stables, and the Urbana Country Club, which has a golf course.

The churches, of which there are 21 situated in Urbana, have an average Sunday attendance of about 4,000 persons, and throughout the week provide various activities chiefly for young people.

Urbana has five city parks: (1) Crystal Lake Park, 100 acres, situated in north Urbana north of Park Avenue and west of Broadway; (2) Carle Park, 10 acres, situated in south Urbana, bounded by Douglas and Garfield Avenues and Indiana and Iowa Streets; (3) Victory Park, 3½ acres, situated in east Urbana, lying north of Green Street opposite the north end of Johnson Avenue; (4) Leal Park, 3 acres, situated in north Urbana, south of University Avenue in the 300 west block; (5) Blair Park, 12 acres, situated in southeast Urbana, bounded by Pennsylvania and Florida Avenues and Vine and Broadway Streets.

The Park District employs a Superintendent of Recreation, a Superintendent of Parks, and various assistants for these men.



## STUDYING YOUR COMMUNITY

In 1948 the Superintendent of Recreation directed eight assistant supervisors, who helped with the recreation programs at Crystal Lake Park, Carle Park, Victory Park, and the swimming pool in Crystal Lake Park. The Superintendent of Parks has from four to eight helpers, depending on the season, in his work of maintaining the various parts of the physical plant, playground equipment, and the trees, shrubs, and grass. The District owns a truck, and sufficient number of mowing and wood cutting machines and hand tools to take care of maintenance work.

The parks in Urbana provide recreational facilities for the community which are much needed and appreciated by residents. Recreational activities by age groups in the fields of sports, handicraft, and lifesaving classes are organized for children during the summer months at Crystal Lake, Carle, and Victory Parks. The public swimming pool and the boating lagoon at Crystal Lake Park are the only such facilities available in the two cities. Certain or all playground equipment such as sand boxes, swings, slides, trapezes, basketball courts, and baseball diamonds are available for use in supervised or nonsupervised fashion at Crystal Lake, Carle, and Victory Parks. There are tables and stoves for the use of picnickers at Crystal Lake Park, which also has a dance hall, pavilion, and refreshment stands. Toilets are provided at Crystal Lake and Carle Parks. Leal Park has only a small pavilion with seats and is primarily designed for rest and relaxation. Blair Park is not yet equipped in the manner contemplated in the plans, which call for 12 tennis courts; only the drainage and foundation for them have been provided to the present time.

In addition to the summertime uses described above, Crystal Lake Park provides places for winter sports such as ice skating and hockey on the lagoon and coasting with sleds on the hills. Both Crystal Lake and Carle Parks are much frequented by bird lovers, particularly during the season of migration. The lagoon and creek in Crystal Lake provide one of the few con-

## STUDYING YOUR COMMUNITY

venient places to observe water birds in the vicinity of Urbana. Plantings of trees and shrubs in the various parks also provide opportunity for botanical study.

Public health services are provided for the citizens of Urbana by a great many different organizations and governmental units. This section deals chiefly with the services provided by the State Department of Public Health, by our Champaign-Urbana Public Health District, and by our Champaign-Urbana Sanitary District; other agencies, government and private, will only be mentioned.

The State Department of Public Health has responsibility to see that the state health laws are enforced. Some of the powers may be delegated to the local health authority, if it is set up and equipped to carry out the provisions of the laws. Urbana is in District 6 of the State Health Department, made up of six counties in this area, but the district office chiefly serves the communities in its area without organized health districts. It furnishes the services of a State Sanitary Engineer who inspects the water supply, water works, and distribution system of the Illinois Water Service Company, and inspects Crystal Lake Park and Urbana High School swimming pools. He also inspects the sanitary provisions of maternity hospitals and nursing homes under the state licensing system for such institutions.

The Champaign-Urbana Health District, established under the Coleman Act in 1937, is charged with the enforcing of all local ordinances with regard to public health and sanitation, and such state laws as it has been authorized to enforce. The program is carried on by a Director, a Supervisor of Public Health Nurses and five nurses, a Sanitarian, and an office staff of three.

The Milk Sanitarian tests samples of raw pasteurized milk brought to the dairies by the individual producers. He makes periodic inspections of the farms producing milk and works with the dairy field men to bring a careless producer up to standard. Since Urbana passed the Grade A Ordinance, all



milk processed or shipped into this area must conform to that standard.

The Restaurant Sanitarian inspects restaurants under the new Permit System of the Urbana Restaurant Ordinance and carries on a program of education among the owners and workers. A checkup of school cafeterias is made occasionally, perhaps once a year.

The Sanitary Division is also charged with the inspection and elimination of privies. There were 200 privies reported in the last published report, some of these in northeast Urbana where water and sewer connections have been inadequate. Complaints about garbage and refuse disposal are investigated. The problem of a city or twin-city garbage disposal plant or fill has not been solved despite several years of agitation, study, and survey. The Health District sprayed D.D.T. on the Urbana dump in the summer of 1948, but rats continue to be a menace in the area.

Under the new Trailer Ordinance of Urbana, a Sanitarian will inspect trailer camps before permits are granted. Two trailers constitute a camp.

Control of communicable diseases is one of the oldest functions of the local health authority. Local physicians report all such cases to the Health District, which is responsible for putting up quarantine cards and explaining regulations to the family. During an epidemic a nurse checks the school children in an "exposed room" daily; otherwise, she comes to the elementary schools twice a week to check attendance records and to make other inspections as needed. Schick or Dick tests have not been given at the schools for several years; however, immunization campaigns are put on annually throughout the schools.

The tuberculosis treatment and control program is carried on jointly by three agencies, the Champaign County Tuberculosis Sanitorium, the Health District, and the Champaign County Tuberculosis Association. The latter pays for the diagnostic clinics; the former conducts them in the Health District Build-



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ing. More complete diagnostic X-rays are taken at the Sanatorium. Nursing follow-up work with discharged patients, with newly discovered cases, and with "contacts" is carried out by the public health nurses in Urbana under the direction of the medical director of the Sanatorium. Seniors in high school are especially encouraged to have a chest X-ray and wherever suspicion of infection is evident, these persons are strongly urged to do so.

Another cooperative undertaking is the Pre-Natal and Well-Baby Clinic sponsored by the Service League, the Champaign County Medical Association, Burnham City Hospital, and the Health District. The public health nurses do follow-up work and make home demonstrations where education in the care of babies and small children is needed. This is chiefly among the underprivileged.

To meet the requirements of the Illinois Health and Education Law, school health examinations are required of all first-, fifth-, and ninth-grade children. The nurses encourage these examinations by talks to P.T.A. groups, the showing of films, and by personal contacts. They tabulate the results of the physical examinations at school and they visit the home, if needed, to stress the importance of following the physician's recommendations. There are no funds provided by the Health District for diagnosis or treatment of underprivileged school children. Where necessary, referrals are made to other agencies, such as the Crippled Children Clinic, and the Child Welfare Division.

Screening tests for vision and hearing, required by law, are done in certain grades for children new in the school system, and for others on request of parents or teachers. Parents' attention is called to defects. Funds are available for school children needing such assistance. Urbana children with hearing or sight defects are sent to Champaign's special classes, as there are no facilities for these children in Urbana.

Members of the Twin City Dental Society have made a

## STUDYING YOUR COMMUNITY

survey of elementary school children for the past two years. However, dental service was not available for indigent children this year.

For several years there was a Mental Health Clinic in connection with the Health District but there is no mental health service available to the Urbana public now. The schools have arrangements for referrals to the Psychological Testing Department of the University.

We do not have a full time Public Health Educator, nor does the acting director assume responsibility for services in this area.

The City of Urbana Department of Public Works maintains the sanitary sewers and storm drains, but another governmental agency, the Champaign-Urbana Sanitary District, provides interceptors and maintains the sewage disposal plant. The sewage treatment works were placed in operation in 1924, and since that time the plant has been enlarged and additional interceptors constructed. A staff of nine, including a full time chemist, carries on the work, headed by a Sanitary Engineer. The Sanitary District sends reports to the Sanitary Division of the State Department of Public Health and is advised by the State Sanitary Water Board.

The health hazards of the Boneyard are still with us and efforts to remedy the situation have not met with complete success. The problem is extremely complicated because of controversy arising over jurisdictional matters.

In connection with Public Health Services mention should be made of the fact that the City of Urbana Fire Department Marshall inspects public buildings for fire safety and promotes Fire Prevention Week in October and Clean-Up Week in the spring. The Department of Public Works inspects public buildings for general safety.<sup>1</sup>

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<sup>1</sup> Urbana School Survey Committee, "Urbana Looks at Its Schools," 1949, pp. 9-14.



## STUDYING YOUR COMMUNITY

### WHAT ABOUT TRANSPORTATION?

Transportation is considered in two classes. One class of transportation is that within the community and includes school busses, public street cars and busses, taxis, and all other types of internal transportation systems. The second class consists of railroads, long-distance bus lines, motor trucking lines, and airlines.

Analysis of transportation involves such factors as roads and road conditions, rail stations, bus routes, waterways, and airports.

Transportation affects schools in at least two important ways. First, the availability and suitability of transportation is a determining factor in selecting new school sites. High speed traffic lanes, railroads, and airports represent certain hazards to pupils, and schools should be located so as to minimize such dangers. In rural areas, road conditions affect school bus routes. Second, the nature and adequacy of transportation facilities connecting the community with others, is one significant indication of its growth possibilities.

Essential information about transportation should be set forth in the survey report. An illustrated map of the district showing transportation facilities can be made to portray the situation quite clearly.

### WHAT ABOUT OUR POPULATION?

The nature and size of the general population has especial significance for the study. A description of the population will include the following:



## STUDYING YOUR COMMUNITY

1. The percentage of foreign born, and the major nationalities they represent.
2. The percentage of people belonging to each race.
3. The movement of people into and out of the community.
4. The number of births each year over the past decade.
5. The number of deaths each year over the past decade.

However, changes in population are even more important. The increase or decrease in population should be traced over the last forty years, or as much of the period as is covered by available figures. If present population figures are not available, they should be estimated. Estimates of population should be made for 5, 10, 15, and 20 years hence. The following table shows how these figures may be presented.

TABLE II.  
POPULATION OF ALPHA, BY DECADES  
1900 THROUGH 1950

<i>Census Year</i>	<i>Population</i>	<i>Change from Preceding Census</i>	
		<i>Amount</i>	<i>Per Cent</i>
1900	12,172	3,082	33.9
1910	13,388	1,216	10.0
1920	15,044	1,656	12.4
1930	16,009	965	6.4
1940	16,049	40	.2
1950 (est.)	18,203	2,154	11.1

Source: *Sixteenth Census of the United States*. First Series, Population, Number of Inhabitants, Illinois. Washington: Government Printing Office, 1941.

## STUDYING YOUR COMMUNITY

Another important fact we must learn about the population is the direction of its growth. In a city the growth of population is usually from the center toward the outside. In a rural area, where the district contains several villages, population growth may be centered in one or two villages, or it may be spread uniformly over the district.

By analyzing the school census, school enrollments, building permits, and other sources of information, the district may be divided into:

- a. Areas in which the population is growing
- b. Areas in which the population is static
- c. Areas in which the population is decreasing

These areas may readily be shown on a map of the school district. One way is to shade by slanting lines areas that show population growth, and dot those areas showing population decreases, leaving areas of stability unmarked. The percentage of growth over the last decade, if it can be estimated, may be indicated on each area of the map.

The location and age of each child under 18 years of age living in the district should be secured. The procedure for taking a child census and spotting the child population on a map of the school district is fully explained in Chapter Five.

Figures on the number of children in each age group may be compared with state and county birth statistics, to see what relationship exists between them. This comparison may prove valuable in predicting future school enrollments.

School enrollments are usually readily obtained from school records. Enrollments for the district as a whole, as well as for individual schools in the district, should be



charted over a 15 or 20 year period to show trends. The enrollment figures will reveal the holding power of the school, and indicate at what grade levels children are most likely to drop out of school.

The information collected about the population of the school district will form the basis for school enrollment predictions. These predictions, which are a very important factor in planning, should be made with the help of a consultant who is familiar with the techniques of predicting pupil population. He will rely on committee members to supply him with necessary information, such as new and contemplated real estate developments, mortality rates, plans for industrial expansion, estimates from utility companies, and similar data.

### USEFUL MATERIAL

Colcord, Joanna C., *Your Community: Its Provision for Health, Education, Safety, and Welfare*. New York: Russell Sage Foundation, 1939.

A good source book for community study. It gives much valuable help on how to study the various aspects of community services and service agencies. It contains the basic information necessary to appraise the health, safety, and welfare provisions of your community.

Hayes, Wyland J., *The Small Community Looks Ahead*. New York: Harcourt, Brace and Company, 1947.

This book will be particularly useful for those working in communities of ten thousand or fewer people. Much valuable information on long range school-community planning is here available to the lay reader.

Olsen, Edward G., *School and Community*. New York: Prentice-Hall, Inc., 1945.



## STUDYING YOUR COMMUNITY

This book discusses the rich possibilities that exist in a close relationship between the school and the community. It points out ways in which the two can work together and analyzes some of the problems faced. This volume will be of special interest to committee members working in the areas of the community and the curriculum.

Olsen, Edward G., *School and Community Programs*. New York: Prentice-Hall, Inc., 1949.

This book provides source materials for planning school-community programs. Various ways and means of developing co-operative programs are described.

University of the State of New York, *An Educational Program For Our Schools, A Manual for Community Participation in Educational Planning*. Albany, N. Y.: University of the State of New York, 1950.

This manual outlines procedures for citizens in studying educational needs of the community. It tells how to determine (1) What the community will be like in 10 years (2) What kind of education is needed (3) What this means for the school program and (4) How to effect changes in the program to meet community needs.

## FIVE.

### *How to Take a Child Census*

One of the important jobs of the survey is to find how many children live in the school district and where each child lives. This information is basic to intelligent school planning. If the school has an up-to-date, accurate, and complete child census, it may be utilized in the survey. If not, the plan described in this chapter is recommended for the use of citizens. This plan offers considerable opportunity to draw people into the work of the survey, thus widening the base of participation.

The child census will seek to find the number and loca-

## *TAKING A CHILD CENSUS*

tion of all the children in the district. These children may be classified as follows:

1. Pre-school children. These are children too young for school, generally those under the ages of five or six years.
2. School children. These include all those enrolled in schools, both public and private.
3. Non-school children. These children are of school age but are not enrolled in school.

The great majority of pre-school children will become school children in the near future, and their numbers and location will dictate the amount and location of future school housing needed.

An analysis of the number and location of the school population is necessary to determine how well housing needs are being met at present. It will also reveal trends of the pupil population from year to year and grade to grade. Furthermore, the exact percentage of children who go to private schools may be determined for each grade group.

It is important to know how many children of school age are not in school. If this group is comparatively large, a question about the adequacy of the educational program may well be raised. Changes in the educational program may be needed, which in turn will be reflected in the kinds of buildings to be erected.

The child census is a project in which a comparatively large number of citizens will participate. It gives a large number of people an opportunity to help in a community project and has proven quite effective in publicizing the work of the survey.



SECURING THE WORKERS

The child census is a project in the area of the Community and Its People. Ordinarily, a member of the subcommittee responsible for this area will act as director of the child census or, if it seems desirable, the subcommittee may select someone from the community who has experience in census taking. The person selected to direct the project must have the full co-operation of the committee in recruiting people to serve as canvassers.

Often the local Parent-Teacher Association is willing to supply the necessary personnel from its membership.

Parents and teachers usually work well together on this project. In some instances the board of education has seen fit to employ teachers for a day or two during a vacation period or on Saturdays. Teachers are assigned to the attendance areas of their schools and thus are given an opportunity to meet parents and see the homes of their students. Still another procedure is to have the central survey committee appoint a number of people directly from the ranks of the citizenry. These appointments should represent about one-tenth of the number required. These people would act as captains in their areas and recruit the remaining 90 per cent of personnel needed. The appointments should be made so that all parts of the district are represented. This method of recruiting workers is most effective when the purposes and methods of the citizens survey have been well publicized.

The number of workers required will vary with the size of the district and the time allocated to the project. Probably even the smallest district should enlist at least twenty workers and larger ones many more. A rule of thumb

## *TAKING A CHILD CENSUS*

such as one worker for every 200 persons in the general population may be used. A district with a total population of 50,000 people, under this rule, should secure 250 people to work on the project. In case direct appointments of captains are made by the central committee, fifteen to twenty-five should be selected, each one from a different section of the district.

### **THE MATERIALS NEEDED**

The materials needed include the following:

1. Three large maps of the district. These maps may be large photographic reprints or traced maps developed by a black line process. District maps may be cut from county maps and photographically enlarged to a suitable size. Black line tracings may be similarly enlarged. If possible, maps approximately 4 feet by 5 feet in size, or 20 square feet in area should be obtained. If the district contains a large urban area, three separate maps of this urban center may be desirable. In cases in which the urban area exceeds 20 square miles even larger maps should be used. These three or six maps are called the master maps.
2. A sufficient number of 4 by 6 cards so that there will be one for each child in the district. Colored cards may be used for non-school children for purposes of quick identification in sorting. Corners may be cut from cards representing private school pupils to facilitate identification. Each card should provide space for the following information:
  - a. Name of child
  - b. Birth date of child
  - c. Address of child
  - d. Name of school, if in school



- e. Grade, if in school
- f. Name of parents or guardian
- g. Name of person supplying information

In heavily populated districts where mechanical card sorting facilities are available, cards suitable for machine manipulation may be used. Such use is especially desirable in large urban school districts where these facilities are already in use for school accounting purposes.

3. Map paper for use in reproducing sections of master maps.

### LAYING OUT THE JOB

With the aid and advice of the superintendent of schools, the director of the census can divide the school district map into sections. The number of sections will vary with the size of the district and the number of natural barriers to pupil movement, such as rivers, railroads, and high-speed traffic lanes. Due consideration should be given to attendance areas of the various schools. Census sections may coincide with attendance areas or be included within them. If possible, each map section should either coincide or be contained completely within an attendance area.

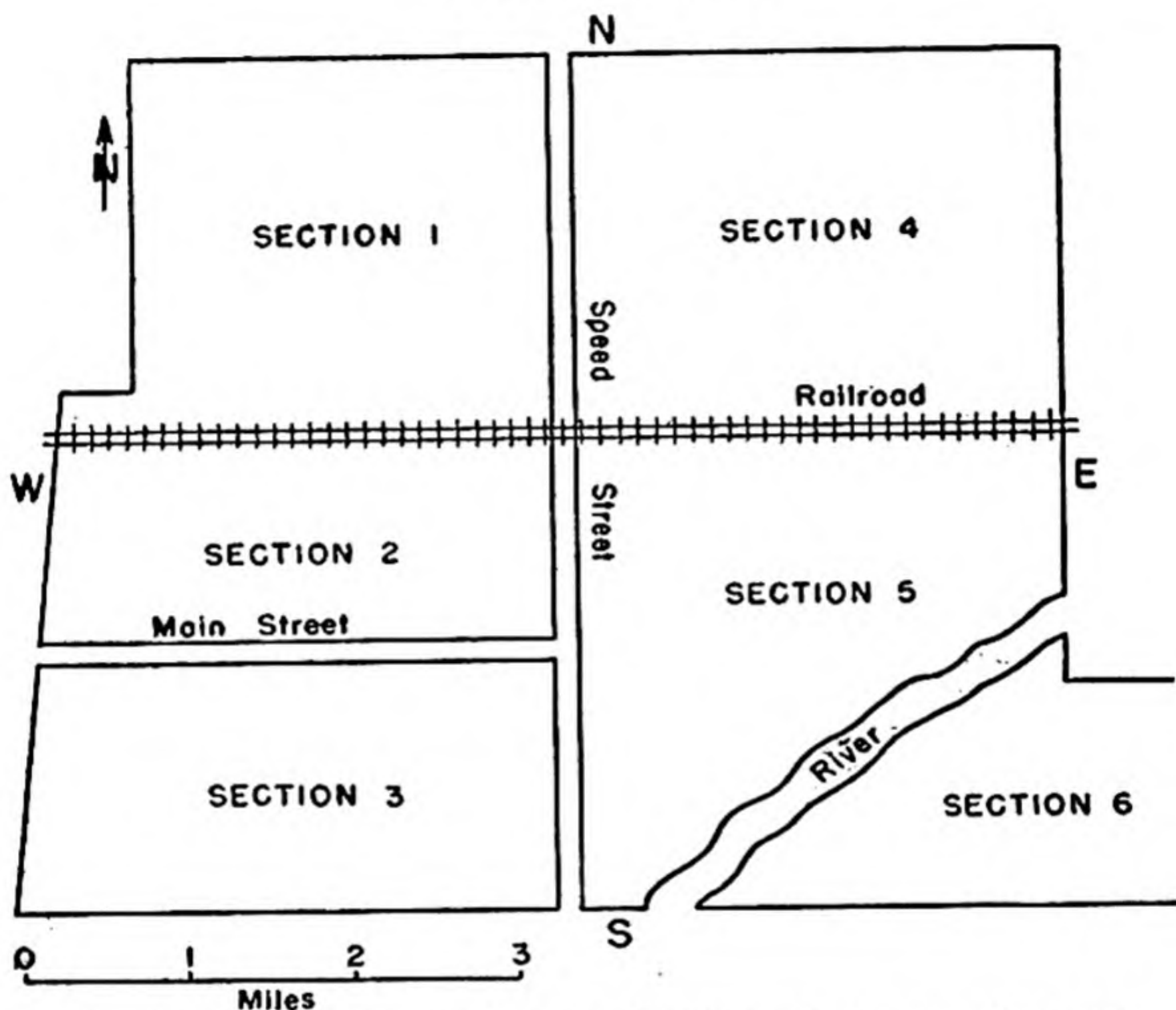
A very small school district might be divided into three or four sections; a large one might require 20 or 25 sections. Section boundaries should be carefully defined and should follow rivers, railroads, or the *middle* of streets and roads. Sections should be approximately equal in size but may vary somewhat with the density of population. In general, densely populated sections should be smaller in area than sparsely populated ones.

Each section should be given a number for identification. An illustrative map is shown on page 70.



## TAKING A CHILD CENSUS

MAP I  
MAP OF SCHOOL DISTRICT  
Divided Into Sections



Note: Only those streets used as sectional boundaries are shown on this map.

### ORGANIZING THE WORKERS

The director of the census should assign one worker as captain of each section. The captain should be a person who lives in the section to which he is assigned.

When the materials for the census are ready a meeting of the captains should be called. At this meeting the di-

rector should state the purpose of the census and give a careful explanation of the procedure of taking a census and the use of the materials.

The importance of locating *every* child in the district should be stressed together with the necessity of filling out each census card fully and accurately—including children living with their families in garages, basements, and alley-apartments!

Each section captain should assume responsibility for seeing that the canvass is complete and accurate in his section. The director will make sure that uniform procedures in collecting information are established and followed throughout the district.

It is usually advisable for the director to stage an illustrative interview with a "householder." The captains in turn can provide similar interviews for their workers.

A census-taker may introduce himself somewhat as follows:

"Good evening. My name is Ralph Jones, and I live at 345 Oak Street. I am a member of the school survey group taking a child census. It is necessary for us to find out the number and location of all children in the district under eighteen years of age. This information will be used in school planning. It must be complete and accurate. May I have your co-operation? It will take only two or three minutes of your time."

The inquirer may well double check children's birth-dates by also asking about age. It should be emphasized that even day-old babies are to be included in the count.

After the necessary information is secured and recorded,

## *TAKING A CHILD CENSUS*

the census-taker should inquire whether or not any other families live in the building and then take his leave with something like the following:

"Thank you, Mrs. Williams, for your co-operation. You have helped us in getting facts necessary for planning the educational future of our community."

Staged interviews help to familiarize workers with their task and tend to give them more assurance as well as to expedite the project.

The director sets up the classification brackets for pre-school, elementary, secondary, and non-school groups. These will ordinarily be as follows:

1. Pre-school—Under school entrance age (includes kindergarten).
2. Elementary—Grades 1–6 inclusive or grades 1–8 inclusive.
3. Secondary—Grades 7–12 inclusive or grades 9–12 inclusive.
4. Non-school—All those between the school entrance age and 18, not in school.

It is most convenient for comparative purposes that the pre-school group represent a span of six years. In school systems that permit a child to enter school in the fall if he will have reached his sixth birthday before January 1st of the succeeding year, the tabulation is simple. Classify pre-school children according to the calendar year in which they were born. For example, if the census is taken in early 1951, a child born January 1, 1950, and another born December 31, 1950, will both be classified in the 1950 column. Every child whose birthdate is in 1949 will be



## TAKING A CHILD CENSUS

classified in the 1949 column. The tabulation is illustrated as follows:

<i>No. of Children</i>	<i>Born</i>	<i>Will Enter School</i>	<i>Age Group</i>
172	1950	1956	1
160	1949	1955	2
185	1948	1954	3
191	1947	1953	4
165	1946	1952	5
150	1945	1951	6
<hr/> 1023			

If an earlier or later deadline for school entrance is set, use it as a base to classify the children by yearly entrance groups. This tabulation is illustrated as follows:

<i>Number of Children</i>	<i>Born</i>	<i>Will Enter School</i>	<i>Age Group</i>
177	Sept. 1, 1949—Aug. 31, 1950	1956	1
168	Sept. 1, 1948—Aug. 31, 1949	1955	2
182	Sept. 1, 1947—Aug. 31, 1948	1954	3
188	Sept. 1, 1946—Aug. 31, 1947	1953	4
160	Sept. 1, 1945—Aug. 31, 1946	1952	5
151	Sept. 1, 1944—Aug. 31, 1945	1951	6
<hr/> 1026			

In either case, there will be recently born children who do not fall into the age 1 group. Their number will be dependent on the time of year in which the census is taken. If it is taken shortly after the school entrance deadline the number will be small; if taken much later the number will be larger. If mid-year entrance is permitted, proper adjustments should be made.

## TAKING A CHILD CENSUS

The cards representing these recently-born children should be set aside for future use in predicting enrollment. They should not be spotted on the maps because they represent only a partial group.

The census director will familiarize the captains with the master map of the district and carefully point out the boundaries of each section. He will provide them with map paper for drawing sub-sections and also an adequate number of census cards. Each card should bear a section number.

### PREPARING FOR THE CANVASS

At this stage of the enterprise a major part of the responsibility for the project is shifted to the captains. Each captain must make an enlarged map of his section. He may trace it from the master map and then have it enlarged, or he may make a large freehand drawing. In the latter case, care must be taken to label properly all roads and streets. This map represents a working base for his part of the census.

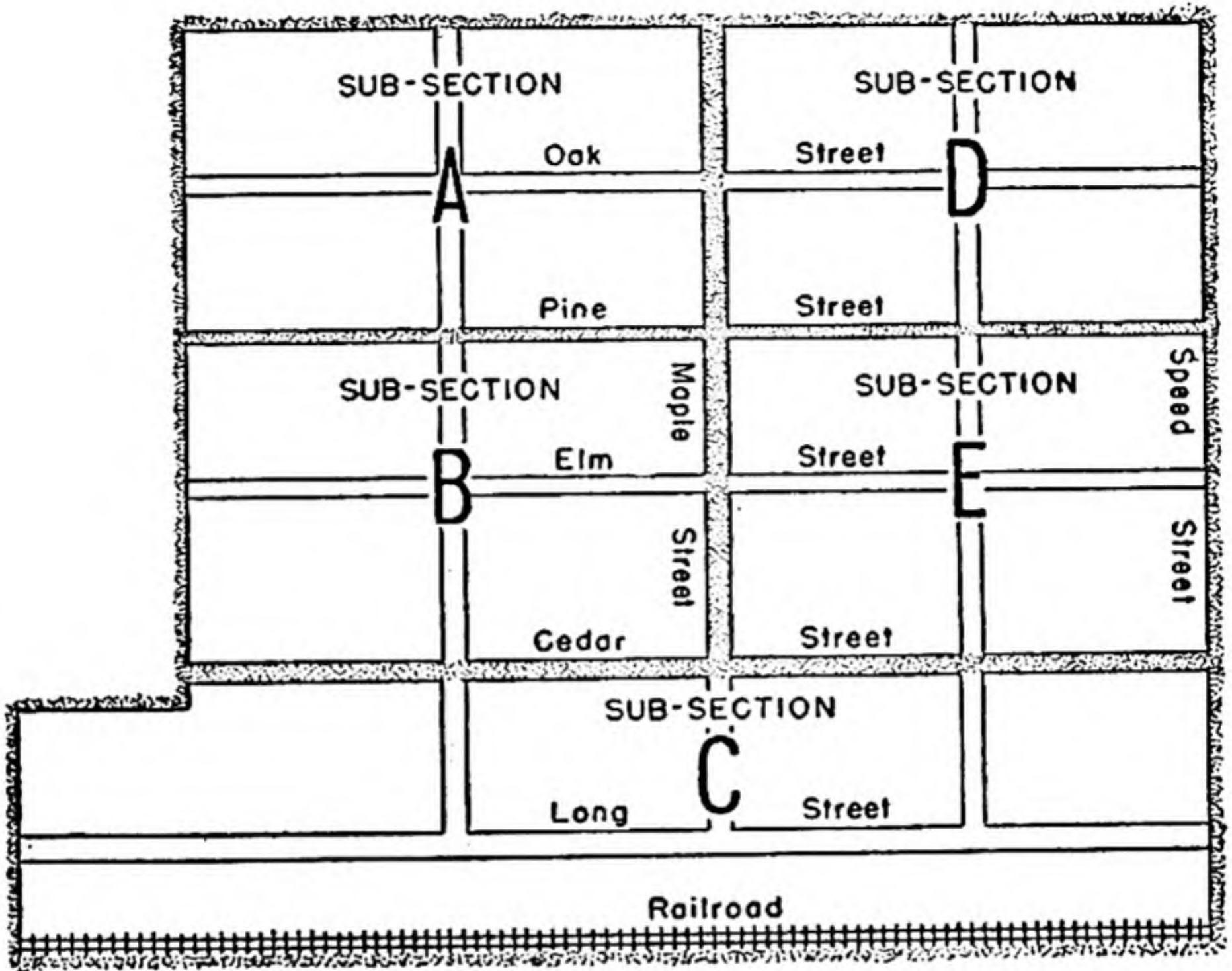
His second step is to divide the section into a convenient number of sub-sections. Each sub-section will become the responsibility of a single worker. In order to avoid, as far as possible, chances of duplication, the *middle* of streets and roads should be designated as boundary lines when thoroughfares are boundaries. See map on page 75.

The third step requires a separate meeting of each captain with his workers at which the captain explains the project and assigns a worker to each sub-section. In making this assignment, the captain will carefully define the boundaries of each sub-section and assign a letter designa-



# TAKING A CHILD CENSUS

MAP II  
SECTION I OF MAP I  
Divided into Sub-sections



tion as shown in Map II. The worker is told of his responsibility for getting data on all children under eighteen years of age in his sub-section. He may draw a rough map of his sub-section for his own use, or he may simply write a description of the boundaries of his sub-section. In either case, the address of the child will give the approximate location; for purposes of spot mapping this is usually sufficient, provided we know the child is located in the proper sub-section.

Each worker is supplied with census cards properly identified as to section and sub-section, and the procedures of



## *TAKING A CHILD CENSUS*

the canvass are relayed to him by his captain. The illustrative interview with the householder may well be staged with the captain impersonating a canvassing worker.

It is desirable also to set up a procedure to cover situations in which the householder is absent when the worker calls. "Call backs" may be made by the worker, or a report of such cases may be made to the section captain who will make the return call. The important thing is that the procedure to be used should be established before the canvass begins.

### *MAKING THE CANVASS*

A definite deadline should be set for completing the canvass. If there are approximately two hundred people or fifty residences in each sub-section, each worker will make about 50 calls. This represents one full day's work in an urban area. Rural areas require more time per residence canvassed, but rural sub-sections usually will include fewer residences.

Ordinarily, it will not be possible to do the job in a day. Few workers can spare that much time at once. A week is usually a reasonable period to allow, and two weeks should probably represent a maximum period.

The canvasser will probably find it most convenient to carefully plan his route so as to cover the entire sub-section with a minimum amount of travel. A note should be made of every address at which he fails to get information. He may call back later or report the address to the captain.

The worker will fill out a card for each child who has not yet reached his eighteenth birthday and for each of those over eighteen who are still in high school.

After the canvass is complete the cards should be turned in to the section captain. When the address does not clearly locate the child, the back of the card may be used to describe the location.

## COMPILING THE RESULTS

It is the responsibility of each section captain to compile the results of the canvass of his section.

He must make sure that every family dwelling unit has been visited and that no children have been missed by the workers. If there is any doubt in his mind about the coverage of any sub-section he should make a spot check himself.

On the basis of the uniform classification set up by the census director, the captain classifies the cards of each sub-section according to the following form:

### SECTION I

NUMBER IN EACH GROUP						
	<i>Pre-School</i>		<i>Elementary</i>		<i>Secondary</i>	<i>Non-School</i>
	Six Year Span	Recent Births	Public-Private		Public-Private	
Sub-section A	26	2	18	2	16 0	3
Sub-section B	41	3	36	3	27 2	4
Sub-section C	32	1	27	1	21 1	4
Sub-section D	24	1	22	3	18 0	6
Sub-section E	34	2	23	7	19 5	2
Totals	157	9	126	16	101 8	19

The captain then represents each pre-school (excluding recent births) and public school child by a symbol placed in the proper sub-section of the large map of his section. A legend such as the following may be used:



# TAKING A CHILD CENSUS

⊙ — One pre-school child

△ — One elementary-school child

▣ — One secondary-school child

As soon as his section census cards are completely classified and the section map spotted, the captain turns in his map and cards to the director of the census. Before he does so, however, he should be sure each card bears the section number and sub-section letter.

## MAKING THE MASTER MAPS

It is the responsibility of the director of the census to file the census cards turned in by the captains. The manner in which they are filed is optional but some system should be utilized that will make the cards readily usable for rechecks.

From the file of census cards of the district the following tabulation or a modification of it should be made:

	<i>Period</i>	<i>Age Group</i>	<i>Number of Children</i>		
Pre-School	{	Infancy	0-1	?	
			1-2	?	
			2-3	?	
	{	Nursery	3-4	?	
			4-5	?	
		Past 5-but not in school	?		
Elementary Grades 1-6	{	Primary 1-3	<i>Grade</i> 1	<i>Private</i>	<i>Public</i>
			2	?	?
			3	?	?
	{	Intermediate 4-6	4	?	?
			5	?	?
			6	?	?



## TAKING A CHILD CENSUS

	<i>Period</i>	<i>Age Group</i>	<i>Number of Children</i>	
Secondary Grades 7-12	Junior High 7-9	7	?	?
		8	?	?
		9	?	?
	Senior 10-12	10	?	?
		11	?	?
		12	?	?

The symbols on the section maps should be transferred to the master maps. One master map should be spotted to show the location of the six-year span of pre-school children; a second, to show the location of all public elementary school children; a third, to show the location of all secondary students. In cases where separate maps of the urban area are used, there will be two maps for each group.

If desired, four smaller maps of the district may be used to spot the following classifications:

1. Recent births not shown on pre-school map
2. Non-school children
3. Private elementary school children
4. Private secondary school children

### USES FOR THE CENSUS

The three master maps showing the location of every pre-school child and every public elementary and secondary school pupil provide basic information required in locating school sites and estimating where and how much additional housing is needed.

The classifications of children suggested for spotting on the master maps provide an excellent basis of comparison when each one represents a six-year span in age. If allow-

## *TAKING A CHILD CENSUS*

ances are made for pre-school children who will attend private school and the dropout rate in the upper six grades, a pictorial comparison of the child population in the three age groups can be made. Child population growth can be vividly presented by placing the three maps side by side and comparing the density of the dots representing children.

The maps will reveal evidence of the direction of school population growth. When the school population is moving toward the outskirts of cities, the spot maps depict this trend very well.

The information obtained in the tabulation of census cards may be used to set up a summarization map. This map will show the number of children in each section or attendance area in the district. If the three-year spans indicated in the summary tabulation are used as shown on Map III, page 81, an observer can tell at a glance the trend of pupil population in each part of the district.

Rough estimates of future enrollments in each attendance area may also be made. They are, of course, subject to modifications dictated by factors such as new home construction, private school enrollment, mortality, retardation, and so forth. For example, Section I as shown in Map III has a Nursery group numbering 75 children. Looking ahead nine years we can assume that this group will be the contribution of Section I to the junior high school enrollment of the district. Twelve years hence these children will be in high school. Their numbers, of course, may be augmented or decreased somewhat, depending on factors yet to be appraised.

The file of census cards provides a veritable gold mine

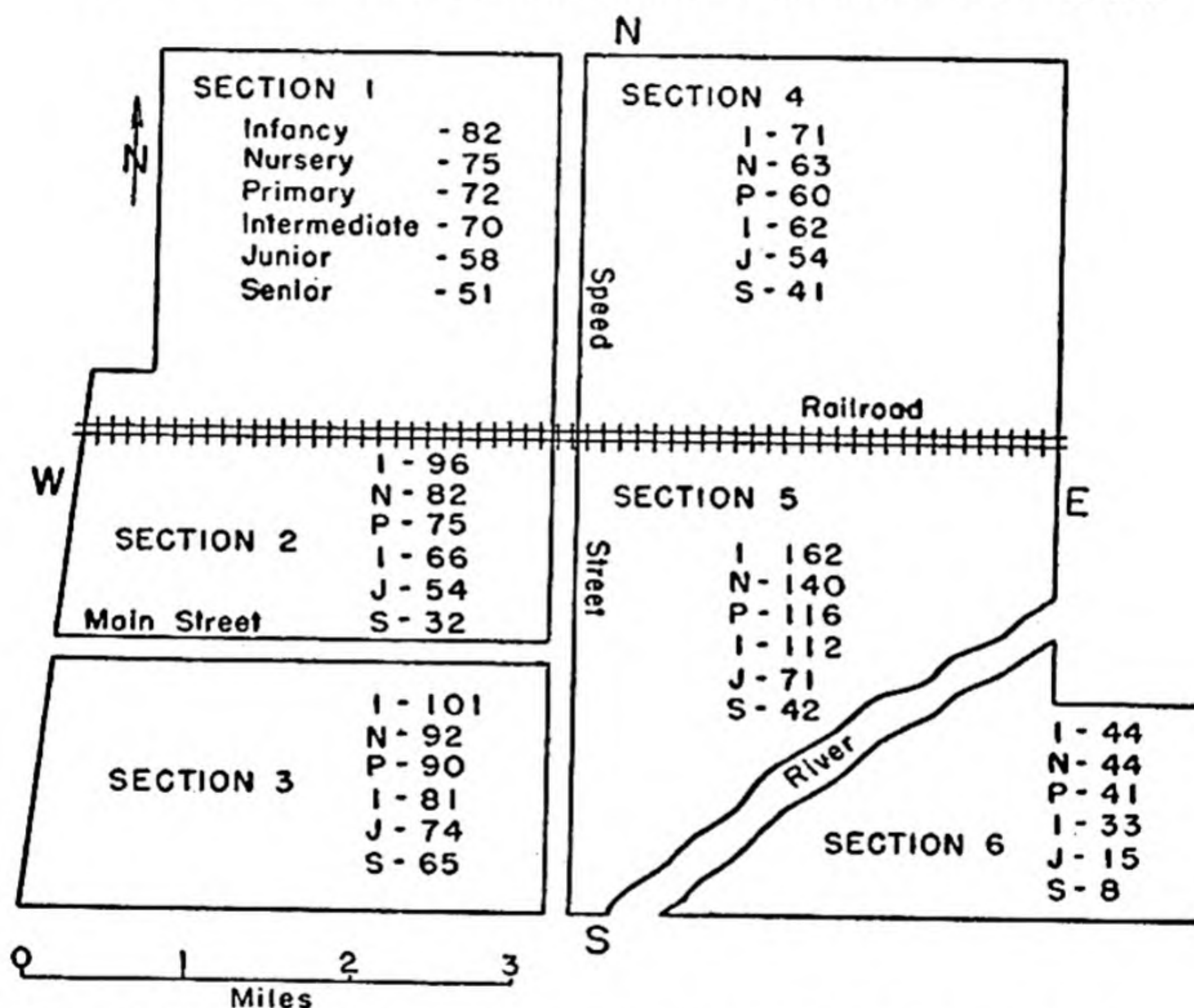


of information for the study of school attendance, location and number of private school pupils, pupil dropouts, school progress, and age group characteristics of children in the district.

## MAP III

### MAP OF SCHOOL DISTRICT

General Summarization Showing Number of Children in Each Section



Note: Only those streets used as sectional boundaries are shown on this map.

The information secured through the child census forms the basis for school population predictions, which are an essential part of the survey.

In districts where pupils are transported to school, the



## *TAKING A CHILD CENSUS*

maps provide invaluable data for bus routing. A study of the map of pre-school children gives an insight into future transportation needs.

The information secured in the census provides excellent news material for the publicity committee. Almost everyone is interested in school population trends, and they often point up the need for school housing in a rather dramatic way.

After the survey is completed, the census cards may be turned over to the school district and used as a basis for a continuous school census.

## SIX.

### *How to Analyze the Financial Ability of the School District*

The subcommittee on school finances will ordinarily include some people who are familiar with financial practices. Bankers, accountants, auditors, lawyers, statisticians, and investment counselors are qualified by their professions to work in this area. No interested member of the central committee should be excluded simply because he is not familiar with financial practice. He can and will learn if he is interested. However, it is best to have one or more

## *ANALYZING THE FINANCIAL ABILITY*

persons who represent some of the professions mentioned. Every representative group of citizens will have several persons well-qualified to serve on this subcommittee.

The job of these people is—first, to gather the necessary facts about school finances, and secondly, to present these facts in an integrated, logical manner so that the financial picture of the school district is clear and understandable.

A third task is undertaken after the financial report as well as the reports from the other areas of study have been considered by the central committee. That job is to estimate the cost of the master plan proposed and make sure that the program, in both its educational and building aspects, is within the financial means of the community.

The subcommittee will need advice in doing this job. Such help will be available from the following people:

1. The superintendent of schools
2. The educational consultant who specializes in school finances
3. The board of education
4. The county auditor
5. The various school officers of the state

The subcommittee can utilize the services of interested citizens by assigning specific tasks of information-getting to those who are willing to work on the project. Each subcommittee member will know several people who are capable and can be interested in the work. These people should be personally contacted and their co-operation enlisted. After the work has been divided among subcommittee members, they in turn can allot specific tasks to these people.



## *ANALYZING THE FINANCIAL ABILITY*

In doing its job the subcommittee will answer six important questions. Five must be answered before the initial report is ready; the sixth, after the master plan is set up. The division of work among committee members may be made along the lines of the questions listed below. Each question leads into a problem area that requires exploration. They are as follows:

1. How much are we worth?
2. How much do we owe?
3. Where does school money come from?
4. How have we been spending this money?
5. How much of an effort are we making to support schools?
6. How much of an effort should we make in the future?

We are now ready to take up each question in detail and see what information we must assemble in order to answer it.

### **HOW MUCH ARE WE WORTH?**

This is one way of asking how much of taxable value we have on which to levy for the support of our schools. The most common and in many states the sole source of local revenue of a community is its real and personal property. In some states non-property taxes such as sales and license taxes yield school revenue but this type of tax is usually of minor importance.

It is upon the assessed valuation, and other sources where available, that taxes are levied for the support of public enterprises. The school is one of the largest of the tax supported public enterprises of any community.

## ANALYZING THE FINANCIAL ABILITY

The assessed valuations for each of the previous ten years should be recorded in a table to show the trend over a decade. In a parallel column the school enrollment for the same years should be recorded. From these two columns we can construct a third, the amount of assessed valuation per pupil. This third column gives us a more accurate picture of resources in most respects. Table III on page 94 illustrates this compilation.

In order to make this presentation more meaningful, we may add three indices to the table. They are as follows:

1. Index of Local Financial Wealth (Assessed Valuation)
2. Index of Educational Need (Enrollment)
3. Index of Local Ability (Ratio between 1 and 2)

If we use the first year represented in Table III as a base year, we assign 1.000 as the index number representing the assessed valuation of that year. This is the Index of Local Financial Wealth. As the assessed valuation rises or falls in succeeding years, these variations are reflected in percentage variations from the original index number of 1.000.

A similar procedure is used to show the variation in school enrollment from year to year. For example, if enrollment doubles from the original enrollment, then the index moves from 1.000 to 2.000. *Net* enrollment is the proper figure to use in the calculations.

The third index, that of local ability, is calculated from the two already described. The Index of Local Ability is simply the ratio between (1) financial wealth and (2) educational need. The index number 1.000 is assigned to this ratio for the base year and varies in succeeding years as the ratio between financial wealth and educational need varies.



## *ANALYZING THE FINANCIAL ABILITY*

An illustration of such a table showing these indices appears on page 95 as Table IV.

Similar data from comparable districts may be secured from the office of the chief state school officer. These data may then be set up in tables along with the figures from the district being surveyed for purposes of comparison. An illustration of such a comparison is shown in Table V on page 96.

If other tax resources, non-property in nature, such as sales taxes and license taxes, are available a similar compilation may be made for them.

Any cash-on-hand should be included in the assets of the district.

The information thus far collected gives a picture of the taxable financial assets of the district and shows how it compares with similar districts in this respect.

### **HOW MUCH DO WE OWE?**

We must next take a look at any indebtedness we may have to see what effect it has on our picture of financial resources. We should analyze our liabilities as carefully as we have our assets. Obviously, the greater the mortgage we have on our assets, the darker is the financial picture.

School bonded indebtedness is usually incurred in order to construct buildings. Payments on such indebtedness are usually scheduled over a period of fifteen to twenty years. The amount of the original issue or issues now outstanding, together with payments made and scheduled for the future, should be set up in tabular form.

The most important item, however, is the actual amount of bonded indebtedness at present. This amount is known



## *ANALYZING THE FINANCIAL ABILITY*

as outstanding bonded indebtedness. This amount divided by the number of pupils enrolled gives the amount of bonded indebtedness per pupil. Dividing the amount of indebtedness by the assessed valuation, gives the percentage of the assessed valuation represented by the outstanding debt. See Table VI on page 96.

This is an important figure because debt limitations are usually based on this computation. Debt limits are set in some states by the state constitution, and in others by the legislature.

For example, if the law prescribes a debt limit of 5 per cent of the assessed valuation, and we have an outstanding debt of 1 per cent, then we have a bonding potential of 4 per cent of the assessed valuation. Assume the assessed valuation to be \$25,000,000. Four per cent of that figure is \$1,000,000, which represents the maximum amount for which school bonds may be issued.

### **WHERE DOES SCHOOL MONEY COME FROM?**

What sources can be drawn upon besides local resources for school support? How much comes from each source? What percentage of total school income does each source supply? What, if any, "earmarks" are on funds from these sources?

The most common sources of income other than local taxes are the federal government, the state government, and tuition students. The story of the sources of our school income and the significance of each should be traced over the past decade. Table VII on page 97 illustrates how this can be done. Such a table may reveal important trends that must be given careful consideration in planning for the future.

## *ANALYZING THE FINANCIAL ABILITY*

Comparisons with respect to sources of income may be made with other districts in order to discover any unique aspects of the local school income situation. Table VIII on page 98 is illustrative.

### **HOW HAVE WE BEEN SPENDING THIS MONEY?**

School money is expended in two broad classifications—operation and capital outlay. The first term is applied to money spent to keep the school going or operating; the second is applied to money used for new buildings and sites. Interest on bonds issued for capital outlay is included under capital outlay.

Operating expenses, sometimes called current expenditures, include the following categories:

1. General Control
2. Instruction
3. Operation of School Plant
4. Maintenance of School Plant
5. Fixed Charges
6. Auxiliary Services.

This breakdown of operating or current expense should be set up in a table covering a ten-year period. An example of this type is Table IX on page 99. A study of this table will show how much money is spent on the various phases of school operation. It will also depict trends in spending.

A table such as Table X on page 100 may be used to present a picture of total expenditures. This table includes both current or operating expense and capital outlay with debt service shown separately.



## *ANALYZING THE FINANCIAL ABILITY*

Now, if we divide the amount spent in operating the schools each year by the number of pupils enrolled for the corresponding year, we get the per capita cost of operation. Similarly, we find the per capita expenditures for capital outlay. This information may be presented in a table such as Table XI on page 101.

A comparison of per pupil costs in the elementary and secondary grades is shown in Table XII on page 102.

Comparisons may be drawn with neighboring schools if data are available.

### *HOW MUCH OF AN EFFORT ARE WE MAKING TO SUPPORT OUR SCHOOLS?*

If the property tax is the sole local source of income, the answer to this question is based on the relationship between the real value of the property in the district and the amount of money collected annually in taxes for educational purposes.

Assuming that the assessed valuation represents the real value of the property in the district, then the educational tax rate represents the effort made. For example, if \$1 is paid for every \$100 of assessed valuation to support schools, then the effort is 1 per cent annually. However, if our property is assessed at only 50 per cent of its real value, then the effort is actually only one-half of 1 per cent.

There are several ways to draw comparisons that will give some idea of what the "effort percentage" means. One way is to compare the amount of money raised for education purposes with the amount that could be raised under existing tax limitations. The latter amount is determined by multiplying the maximum possible assessed valu-



ation by the maximum tax rate that may be voted by the district.

A second way is to compare the school tax rate of several districts. This comparison, however, is valid only to the extent that assessment practices are uniform. For example, even though the tax rates are identical, if property of District A is assessed at full value and that of District B at half its true value, District A is putting forth twice as much effort as is B. Therefore, if a comparison of tax rates is to be valid, assessment practices must be reasonably similar.

A third comparison can be made between local taxes for schools and local taxes for other purposes. Although there is no standard formula to determine what percentage of local tax levies should be allotted to education, comparisons with other communities may shed some light on the relative effort expended. Table XIII on page 102 shows how this comparison can be made.

Local tax rates for all purposes and for school purposes in the last decade should be compiled in a table to show trends. The ratio between the two each year may be presented as shown in Table XIV on page 103.

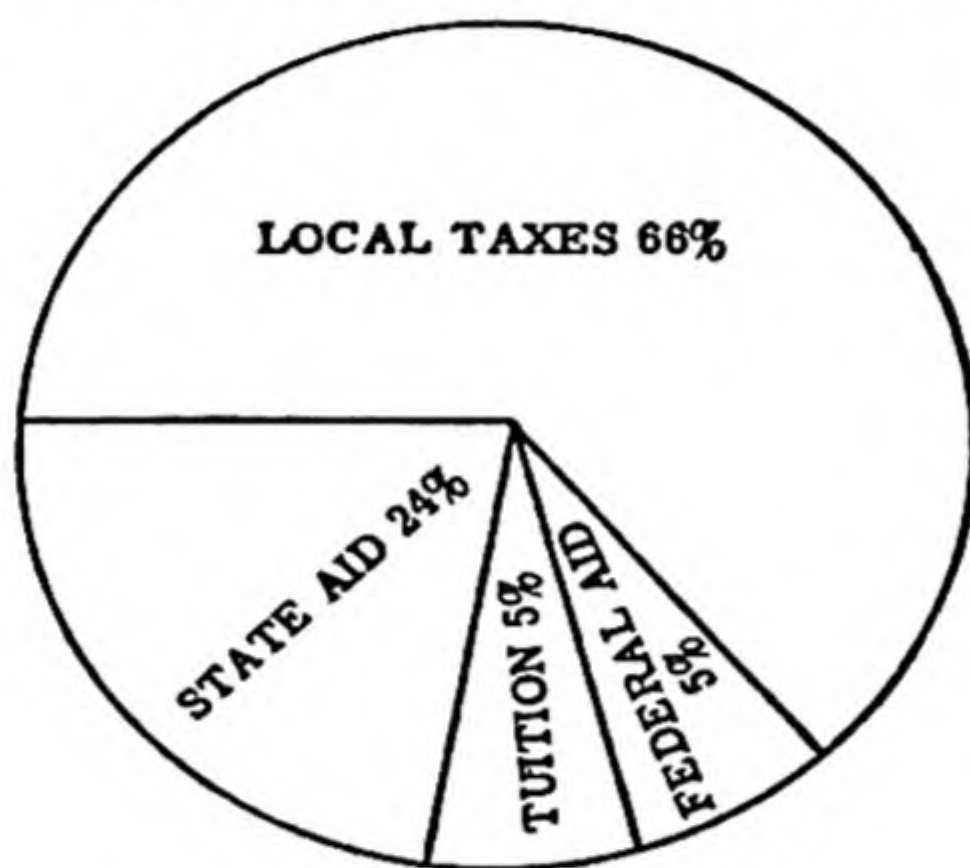
Similar compilations should be made for other sources of local tax income if such exist in the community.

After these five questions have been tentatively answered by the subcommittee and the answers set forth in tabular form, we are ready to present the tentative financial report to the central committee. Bar graphs, charts, and other pictorial devices may be employed to present the financial picture in such a way as to facilitate understanding. The school income dollar is shown in the graph on page 92.

## *ANALYZING THE FINANCIAL ABILITY*

This report will stand until the central committee is ready to draw up the final report to the board of education. At that time modifications may be made if new informa-

### **WHERE DOES THE SCHOOL DOLLAR COME FROM ?**



tion so dictates. An addition will of necessity be made to indicate approximately the expected cost of the proposed educational and building program.

### **HOW MUCH OF AN EFFORT SHOULD WE MAKE IN THE FUTURE?**

As the central survey committee sets up the proposed master plan for education, it is the function of the finance subcommittee to check constantly the developing proposal to see that it is realistic in terms of the resources of the school district. This does not mean that finances determine what the program shall be; they merely determine within what financial limits it must be set up.

After the master plan is tentatively set up by the central



committee, the first job of the subcommittee on finance is to see that it comes within the financial resources of the district. If it does not, it will have to be modified until it does.

The second job of the subcommittee is to estimate the approximate cost of the master plan in respect both to operation and capital outlay. Here the advice of the outside consultant will be invaluable.

The first task is not usually a difficult one. We have already established the maximum local tax effort figure and the bonding potential. On the basis of predicted enrollments and suggested curriculum changes, we can estimate the percentage of increase or decrease, in relation to present operational costs, that the proposed educational program will bring. Does the figure we get fall within the amount available with maximum effort expended?

The cost of proposed construction may be estimated and compared with the maximum bonding potential plus any other available resources. Does the construction program fall within our means? If not, we must modify it or space the building projects in such a way that we can meet the financial obligations created.

After we are assured that the proposed educational building program is within our means, it is the task of the subcommittee on finance to prepare estimated figures on the following:

1. Annual cost of operation under the proposed program
2. What this cost means in local tax effort
3. Annual cost of capital outlay and debt service
4. What this cost means in local tax effort.



## ANALYZING THE FINANCIAL ABILITY

The procedures used in making the above estimates should be adapted to the local situation. The subcommittee members will find not only the outside consultants but also the local superintendent and members of the board of education most helpful.

It must be recognized and plainly stated that these estimates are subject to variations that may be brought about by changes in the general economic picture and other unforeseeable factors. However, they will represent within broad limits what the recommended program will mean in terms of financial effort. It is only fair that each and every citizen and taxpayer be given an idea of the extent of his investment in education under the proposed program.

TABLE III.

LOCAL FINANCIAL RESOURCES IN TOTAL  
AND PER PUPIL (1941-1950)

<i>Tax Year</i>	<i>Assessed Valuation</i>	<i>Public School Enrollment</i>	<i>Assessed Valuation Per Pupil</i>
1941	\$20,000,000	1,000	\$20,000
1942	20,000,000	1,000	20,000
1943	21,000,000	1,050	20,000
1944	22,000,000	1,100	20,000
1945	22,000,000	1,100	20,000
1946	24,000,000	1,200	20,000
1947	27,000,000	1,300	20,769
1948	31,000,000	1,400	22,142
1949	36,000,000	1,450	24,827
1950	40,000,000	1,500	26,666

TABLE IV.

LOCAL FINANCIAL RESOURCES IN OTTAWA FOR SUPPORT OF ALL PUBLIC EDUCATION  
1939 THROUGH 1949 \*

(1) Tax Collection Year	(2) Assessed Valuation	(3) Index of Local Financial Wealth †	(4) Public School Enrollment (Including Tuition Pupils)	(5) Index of Educational Need	(6) Index of Local Ability
1939	\$10,311,106	1.000	2,857	1.000	1.000
1940	10,373,679	1.006	2,841	.994	1.012
1941	10,429,773	1.011	2,851	.997	1.014
1942	10,456,975	1.014	2,773	.970	1.045
1943	10,757,717	1.043	2,828	.989	1.054
1944	11,764,404	1.140	2,791	.976	1.168
1945	11,589,427	1.123	2,978	1.042	1.077
1946	11,766,327	1.141	2,730	.955	1.194
1947 ‡	43,146,809	2.092	2,625	.918	2.278
1948 ‡	46,122,314	2.236	2,523	.883	2.532
1949 ‡	47,529,543	2.304	2,524	.883	2.609

\* Tables IV to XIV inclusive are taken from Ottawa, Illinois, Board of Education, University of Illinois, *A Public School Building Program for the Elementary District of Ottawa, Illinois*, pp. 82-92.

† Base year, 1939.

‡ Note that the ratio of assessments in these years to 1939 was reduced in half because of similar reduction in legal tax limits.

TABLE V.

PER PUPIL VALUATIONS IN OTTAWA ELEMENTARY SCHOOL DISTRICT  
COMPARED TO SIMILAR VALUATIONS IN REPRESENTATIVE  
DISTRICTS IN 1947

<i>City</i>	<i>Tax Valuation</i>			
	<i>Amount</i>	<i>Enrollment</i>	<i>Per Pupil</i>	<i>Rank</i>
East Moline	\$28,600,069	1,492	\$19,168.94	8
Harvey	31,842,263	1,551	20,530.15	6
LaGrange	38,835,256	1,931	20,111.47	7
Maywood	67,770,813	3,133	21,631.22	5
Ottawa	43,574,134	1,707	25,526.73	3
Riverside	30,379,904	1,263	24,053.76	4
Villa Park	35,030,234	1,252	27,979.42	2
Wilmette	61,622,281	1,899	32,449.85	1

TABLE VI.

SCHOOL BONDED INDEBTEDNESS, EXCLUSIVE OF INTEREST, IN EIGHT  
REPRESENTATIVE ELEMENTARY SCHOOL DISTRICTS  
ON JUNE 30, 1948

<i>City</i>	<i>Total Outstanding</i>	<i>Amount per Pupil Enrolled</i>	<i>Per Cent That Out- standing Debt was of Assessed Valuation</i>
East Moline	\$ 65,000	\$ 43.57	0.27
Harvey	276,000	177.95	0.97
LaGrange	1,124,000	582.08	3.02
Maywood	647,000	206.51	0.98
Ottawa	106,000	62.97	0.26
Riverside	540,000	427.55	1.81
Villa Park	242,000	193.29	0.73
Wilmette	1,294,000	681.41	2.15



TABLE VII.  
SOURCES OF REVENUE FOR PUBLIC ELEMENTARY SCHOOLS IN OTTAWA  
1939 THROUGH 1948

Year	State and Federal Funds	Tuition	Total Income •	Percentage of Total Income		
				State and Federal Funds	Tuition	Local Taxes
1939	\$20,874.55	\$1,721.20	\$290,459.36	5.34	.44	94.22
1940	21,133.58	1,203.60	246,258.28	9.58	.49	89.93
1941	20,028.92	316.57	190,061.81	10.54	.17	89.29
1942	21,804.72	1,937.45	180,950.71	12.05	1.07	86.88
1943	18,851.73	1,463.40	189,528.97	9.94	.77	89.29
1944	23,365.39	1,356.60	268,242.77	8.71	.50	90.79
1945	28,716.14	2,088.92	282,223.56	10.17	.74	89.09
1946	25,289.90	1,513.00	237,107.18	10.66	.63	88.71
1947	33,188.02	1,542.00	261,376.83	12.69	.58	86.73
1948	47,724.63	2,792.00	434,378.27	10.98	.64	88.38

• Includes balance from preceding year.

TABLE VIII.

PRINCIPAL SOURCES OF SCHOOL REVENUE IN EIGHT REPRESENTATIVE  
ELEMENTARY SCHOOL DISTRICTS IN 1947-1948

City	State and Federal Funds		Tuition		Local Taxes	
	Amount	Per Cent of Total Revenue	Amount	Per Cent of Total Revenue	Amount	Per Cent of Total Revenue
East Moline	\$36,088.26	17.33	\$ 441.00	.23	\$171,600.41	82.44
Harvey	40,556.00	12.48	•		284,224.04	87.52
LaGrange	42,333.78	9.01	•		427,187.82	90.99
Maywood	67,485.75	10.62	9,823.68	1.56	557,686.02	87.82
Ottawa	47,724.63	12.37	2,792.00	.73	335,120.72	86.90
Riverside	22,616.31	6.32	•		335,120.72	93.68
Villa Park	55,763.84	22.91	7,850.27	3.24	179,705.10	73.85
Wilmette	39,161.45	7.20	233.75	.05	504,070.26	92.75
Average		11.10		.67		88.23

• Not reported.

TABLE IX.

ANALYSIS OF CURRENT EXPENDITURES<sup>1</sup> IN OTTAWA ELEMENTARY  
SCHOOL DISTRICT 1939 THROUGH 1949

<i>Year</i>	<i>General Control</i>	<i>Instruction</i>	<i>Operation of Plant</i>	<i>Maintenance of Plant</i>	<i>Fixed Charges</i>	<i>Auxiliary Services</i>
1939	\$ 8,540.60	\$89,905.66	\$16,282.22	\$22,012.76	\$1,164.01	\$3,032.00
1940	8,347.95	89,873.65	18,622.60	9,741.40		3,350.73
1941	7,852.41	92,959.04	18,798.96	10,493.20		3,819.53
1942	6,800.15	93,539.98	19,234.68	11,593.23	1,308.80	3,584.21
1943	6,132.44	91,020.93	20,833.67	4,509.73		3,845.10
1944	7,008.59	119,361.33	24,019.16	14,329.49	1,487.51	4,813.10
1945	8,109.11	131,653.30	24,536.72	4,747.21	2,959.99	4,903.45
1946	8,846.41	139,987.38	24,216.10	9,179.72	1,043.55	2,781.20
1947	10,403.81	159,296.23	26,795.30	13,461.12	2,634.60	3,350.72
1948	12,471.61	214,859.82	33,899.17	16,273.48	2,460.10	3,665.03
1949 <sup>2</sup>	15,674.87	231,325.00	43,717.89	42,500.00	3,000.00	4,450.00

<sup>1</sup> All expenditures except Capital Outlay and Debt Service.<sup>2</sup> Budgeted.



TABLE X.  
ANALYSIS OF SCHOOL EXPENDITURES IN OTTAWA ELEMENTARY  
SCHOOL DISTRICT 1940 THROUGH 1949

Year	Current Expense	Debt Service		Capital Outlay	Grand Total Expenditure
		Total	Short Term Loan		
1940	\$129,936.33	\$12,000.00			\$141,936.33
1941	133,923.14	17,426.61		\$1,356.62	152,706.37
1942	136,061.05	20,092.21		755.00	156,908.26
1943	126,341.87	19,643.75			145,985.62
1944	171,019.18	19,428.11	\$167.36	1,671.67	192,118.96
1945	176,909.78	13,990.95	90.85	941.65	191,842.28
1946	186,054.36	13,650.00		236.88	199,941.24
1947	215,941.78	13,400.00		286.21	229,627.99
1948	283,629.21	13,528.30	378.30	3,269.58	300,427.09
1949 *	340,677.76	12,900.00			353,577.76

\* Budgeted.

TABLE XI.

ANALYSIS OF PER PUPIL EXPENDITURES IN OTTAWA ELEMENTARY  
SCHOOL DISTRICT 1940 THROUGH 1949

<i>Year</i>	<i>Total Expenditure Per Pupil Enrolled</i>	<i>Current Expense Per Pupil Enrolled</i>	<i>Expenditure Per Pupil for Capital Outlay and/or Debt Service</i>	<i>Per Cent that Capital Outlay and Debt Service were of Current Expense</i>
1940	\$ 78.28	\$ 71.66	\$ 6.62	\$ 9.24
1941	84.83	74.40	10.43	14.01
1942	89.35	77.48	11.87	15.32
1943	80.69	69.84	10.85	13.44
1944	106.98	93.30	13.68	14.66
1945	96.98	89.43	7.55	8.44
1946	115.63	107.60	8.03	7.46
1947	134.83	126.80	8.03	6.33
1948	175.99	166.15	9.84	5.92
1949 *	201.01	193.67	7.34	3.78

\* Budgeted.

TABLE XII.

COMPARISON OF AVERAGE PER PUPIL COSTS IN OTTAWA FOR CURRENT EXPENSES IN GRADES 9-12 TO SIMILAR COSTS IN GRADES K-8

<i>Year</i>	<i>Per Pupil Cost in Grades K-8</i>	<i>Per Pupil Cost in Grades 9-12</i>	<i>Ratio of Per Pupil Cost in Grades 9-12 to Similar Cost in Grades K-8</i>
1940	\$ 71.66	\$123.13	1.71
1941	74.40	127.70	1.71
1942	77.48	139.17	1.79
1943	69.84	151.04	2.16
1944	93.30	185.59	1.99
1945	89.43	163.85	1.83
1946	107.60	158.65	1.47
1947	126.80	254.99	2.01
1948	166.15	315.53	1.90
1949 *	193.67	359.67	1.85

\* Budgeted.

TABLE XIII.

TAX RATES<sup>1</sup> IN OTTAWA COMPARED TO SIMILAR VALUATIONS IN REPRESENTATIVE ILLINOIS CITIES IN 1948

<i>City</i>	<i>All Local Purposes</i>	<i>School</i>		
		<i>Total</i>	<i>Bonds</i>	<i>Per Cent of all Purposes</i>
Cairo	\$2.840	\$1.390	\$.50	49
Canton		1.320	.03	
Champaign	1.620	.834	.016	52
Freeport	2.142	1.282	0	60
Jacksonville	2.642	1.515	.185	57
Kankakee	1.812	1.100	.236	61
Ottawa	1.800	1.060		58.9
Urbana	1.600	.940	.040	58.8

<sup>1</sup> Tax rates are expressed in dollars per \$100 assessed valuation.



# ANALYZING THE FINANCIAL ABILITY

TABLE XIV.

TAX RATES FOR OTTAWA, 1939 THROUGH 1949  
(RATE PER \$100 ASSESSED VALUATION)

Tax Collection Year	All Purposes	Schools	
		Total	Per Cent of all Purposes
1939	\$4.98	\$2.14	42.97
1940	5.28	2.44	46.21
1941	5.61	2.50	45.56
1942	5.56	2.47	44.42
1943	5.49	2.83	51.54
1944	5.60	2.87	51.25
1945	5.90	3.03	51.35
1946	5.57	2.99	53.68
1947	1.62	.99	61.11
1948	1.80	1.06	58.88
1949	2.18	1.37	62.84

## USEFUL MATERIAL

Burke, Arvid J., *Financing Public Schools in the United States*. New York: Harper & Brothers, 1951.

This book gives an over-all view of the field of school finance. Much of it is readily understandable to the layman; it may be of considerable value as a reference and source book.

Cyr, F. W., Burke, A. J., and Mort, Paul R., *Paying For Our Public Schools*. Scranton, Pennsylvania: International Textbook Co., 1938.

Probably one of the best sources of information on finance for laymen. It gives a general picture of the sources of school revenue and describes the methods of collection and disbursement of school funds. It gives the average citizen a basis for appraising the financial management of his own school system.

## ANALYZING THE FINANCIAL ABILITY

Federal Security Agency, Office of Education, *Public School Finance Programs of the Forty-eight States*. Circular 274, Washington: U. S. Government Printing Office, 1950.

This circular presents a comprehensive and reliable picture of public school finance provisions in each of the forty-eight states for 1949-1950. Much basic information on finance is here available to the lay reader.

## SEVEN.

### *How to Appraise the Present School Housing*

The members of the central survey committee who choose the present school plant as their area of special study will work on one of the most objective phases of the whole project. They will deal with brick and stone, with classrooms and gymnasiums, with windows and doors.

They have the opportunity to draw large numbers of people into the project. People such as plumbers, elec-



## *APPRAISING PRESENT SCHOOL HOUSING*

tricians, carpenters, and interior decorators, who have special abilities, can be very useful in appraising school buildings. Realtors, farmers, and landscape architects can give invaluable aid in looking for school sites. Furniture dealers and suppliers, teachers, and school custodians will be found especially helpful in appraising school equipment as well as the buildings. As citizens of the community, these people can supply evaluating skills as contributions to a community effort with no thought of profits to themselves as individuals.

The primary function of the subcommittee working in the area of school housing is to take an inventory and make an appraisal of the existing school plant, to answer such questions as: What do we have in the way of school housing? What is its reasonable capacity? What is its condition? What possibilities does it have for remodeling, for additions? Are any of the buildings unsafe for children? Are there fire hazards? What buildings, if any, should be abandoned? How adequate are school sites?

These and many other questions are answered in describing and appraising existing school housing.

The appraisal will of necessity be based on standard criteria of safety, sanitation, size, construction, and general suitability. Such an appraisal can conveniently be made by the use of any one of several school building rating devices.

An additional duty of the subcommittee is to suggest remedies for unsatisfactory conditions of buildings and sites if immediate action is needed. Particular attention should be given to finding any hazards to safety and health. When such conditions are discovered, appropriate remedial

## APPRAISING PRESENT SCHOOL HOUSING

measures should be indicated in the report to the central committee. A copy of this report will go to the superintendent of schools at the same time.

A further task of the subcommittee is to locate possible new sites and determine the possibility of expanding present sites where added space is needed.

The inventory, appraisal, and investigation will give us the basic information necessary when we evaluate the physical plant in terms of the educational program we shall propose. At that time, we shall see to what extent the plant is suitable to house our proposed program and what modifications and additions, if any, will be needed.

### SECURING THE WORKERS

The members of the subcommittee working on school housing will have the responsibility of securing competent, interested citizens to aid in the project. Usually, it will be easy to find 10 to 15 interested and willing people from each building attendance area to serve as appraisers. Thus, if there are 10 school buildings, our total working staff will be 100 to 150 persons.

The workers may be secured by appointing a captain in each attendance area. The captain may either recruit a team of workers or submit a list of names from which the committee can name a team. In the latter method, the captain contacts the persons chosen to enlist their services.

Another method of obtaining workers, which has proven quite successful, is to appoint the president of the P. T. A. group of each school as a captain. In such cases, people outside the organization should not be overlooked in se-



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lecting the working team. Taxpayers without children in school should be represented on the team.

Still another way is to ask the principal of each school to consult with his teachers and compile a list of workers. This list should be forwarded to the subcommittee, which then makes the selection. The list of those selected is sent to the principal, who contacts each one to enlist his co-operation.

In all of the above cases, the persons asked to suggest names of possible workers should be supplied with a brief job analysis of the project. This book or excerpts from it may serve that purpose.

When choices are made from a list submitted to the subcommittee, several extra persons should be nominated to insure a full team in case one or two decline to serve.

If the subcommittee desires, it may make the selections immediately after consultation with the central survey committee. The responsibility of securing the consent of people to serve will be its own. This method is suitable only in small districts.

Whatever method of selection is used, a letter of invitation to participate should come from the central committee. The letter of invitation should briefly explain the nature and importance of the task. It will be unnecessary to secure formal acceptance. Acceptance can be assumed because an area captain has contacted the appointee beforehand. An illustrative letter will be found on page 109.

### **THE MATERIALS NEEDED**

Each worker in the project should be supplied with appropriate school building rating or scoring sheets, to-



## APPRAISING PRESENT SCHOOL HOUSING

Dear Mrs. Jones:

One of the many tasks we face in our survey is that of appraising school buildings and sites. We are inviting you to participate in this project along with a number of your neighbors.

The appraisal will take only a few hours of your time. It consists of taking an inventory of school buildings and sites, and determining how they measure up to accepted standards. Your judgment about these things should prove of great value to the survey. You may limit your work to the school building nearest you or, if you wish, you may look over several buildings.

A scoring manual and rating sheets are enclosed. They are largely self-explanatory. Please bring them with you to the meeting mentioned in the next paragraph.

A meeting of workers will be held at the Senior High School at 8:00 p.m., October 23. At this meeting you will have an opportunity to learn how buildings are appraised, and ask questions about the scoring materials. You will also have a chance to meet the captain of your neighborhood group, Mr. John Judger, who lives at 985 Service Drive. If you are unable to be present at this meeting, please get in touch with Mr. Judger, who will supply necessary information.

Sincerely yours,

Chairman  
Central Survey Committee

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gether with the instructions for their use. Mr. J. L. Landes of the University of Illinois and the writer have developed a scoring manual especially designed for the use of laymen. It serves for both elementary and secondary school buildings. This and other rating instruments are listed at the close of this chapter. Because somewhat different standards are employed for rating secondary and elementary buildings, separate scoring instruments are used in the majority of cases. Supplies of the appropriate type can be secured from the publishers listed.

A large map of the district showing the location of all school buildings and sites will prove useful. Copies of this book should also be available to workers in the survey.

### LAYING OUT THE JOB

The educational building consultant should come into the picture at this point. The committee needs his help in designing the project and briefing the workers. He should work with the subcommittee in planning the training session and scheduling visits to the various schools. He will help set up the procedures to be used in the scoring, the writing of reports, the compiling of building ratings, and many other phases of the work.

The first step in laying out the job is to set a meeting date and place for workers to assemble and receive instructions. A large school assembly room with blackboard facilities will be a suitable place; an evening meeting will ordinarily be most convenient for the majority.

As soon as the time and place of the training meeting are established, the letter of invitation, together with a scoring manual, should be sent to each and every worker.



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It will be advisable for the consultant and the members of the subcommittee to visit and rate every building. Each team should be required to rate only its own buildings. They should be invited, however, to participate as individuals in the rating of as many buildings as they wish, providing they can meet the schedule that has been set up. This schedule of visits should be set up with the advice of the superintendent of schools, and usually it is unwise to encourage individuals to visit buildings at other times.

Usually an afternoon will suffice to appraise a building unless it is an exceptionally large one. There is little occasion to disturb the routine of the school, because outside observation will occupy the early part of the afternoon and the inspection of classrooms and classroom equipment may be delayed until school is out. Principals and teachers will then be available for conferences. In large buildings where a full day is required, Saturdays and holidays will be found satisfactory. In such cases the principal, a custodian, and a number of teachers should be invited to be present for an hour or two during the day.

Every building and site will be rated by (1) the educational building consultant, (2) the subcommittee on school housing, (3) the neighborhood rating team, and possibly (4) individual members of teams from other attendance areas.

The consultant will be responsible for submitting a written report describing each building, its site, and equipment. He will make a special note of fire hazards, unsanitary features, and similar conditions. This description should be accompanied by a rating and an interpretation of the rating. In some cases, comparisons may be drawn between



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these ratings and those given buildings in other communities.

The subcommittee as a group will rate every building, together with its site and equipment. These ratings should be made independently of others and at different times. After rating one or two schools with the building consultant, the group will have no difficulty in proceeding on its own.

Each team will be expected to compile a written report describing in detail the building, site, and equipment of the school to which it is assigned, and also submit a composite rating to the subcommittee. The captain of each team will assume the responsibility for the report. An example of a team report is shown on pages 118 to 126 inclusive.

Ratings and comments of others should be submitted directly to the subcommittee for its use in compiling the over-all report.

There will be many details of the procedures that must be worked out to meet the local situation. Variations from suggested procedures in the use of workers will be dictated by circumstances. Wise planning will have considerable flexibility. After we have:

1. set up the place and time of the training meeting,
2. established a schedule for visits, and
3. planned the procedures for appraising,

we are ready to move into the active phase of the project.

## ORGANIZING THE WORKERS

The organization of workers is quite simple. Usually, it will be found best to ask the captains to meet for an

hour immediately before the scheduled training meeting. At this conference, the building consultant and the subcommittee explain the responsibilities of the captains in the project. Each captain should be supplied with a list of his workers and, if possible, some information about their particular competencies.

After the training meeting is over, each captain should confer with his team to acquaint the members with their leader and with each other. If there are any absentees, arrangements should be made to inform them of the date for the school visit. Opportunity for questions should be provided, and if the captains need help in answering, it should be given by the building consultant and subcommittee members.

#### TRAINING THE WORKERS

Training the workers for the job is a function of the building consultant. This first phase of training can usually be accomplished in one meeting of perhaps two hours. At this meeting, the building consultant explains the purpose and the use of school building rating scales. He points out what the appraisers should look for and where they may expect to find it.

Scoring sheets and manuals will have been sent to all workers a week or more before the opening session. Ample opportunity should be provided for questions about the use of the manuals and scoring sheets.

Each captain should be introduced, and the building to which he and his team are assigned should be pointed out on the map. The schedule of school visits should be placed on the blackboard or distributed in mimeograph form to all workers. A copy of this book should be placed in



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the hands of each captain to give him an over-all view of the total project.

Conducting the two-hour orientation period should be largely left up to the consultant; he should be given a free hand in "putting across" the material. This general training period must of necessity be fitted to a large group. The second phase of the training will be specific and involve small groups.

The second phase of worker training occurs on the job. The building consultant acts as a leader and a teacher as he guides the teams of citizens through the procedures of describing and scoring buildings. Each group that he guides will be small, consisting of 10 to 15 team members, and possibly two or three others. He will help the citizen appraisers in every possible way, answer their questions, and pose some of his own, but he will *not* score the building for the team or even divulge the rating he gives any particular item. The actual giving of scores by the consultant, the subcommittee members, and the team of workers should be entirely independent of one another.

The combination teaching and rating procedure will take place at each school. The consultant should be able to improve his teaching techniques as the project progresses from school to school.

## APPRAISING THE SCHOOL BUILDINGS

The study of the schools and their equipment and sites requires first a careful and detailed description of the facilities as they exist. This inventory should include an analysis of the structure of each building, its academic classrooms, its special classrooms, its educational service



provisions, its utility service system, its equipment and site. An estimate of the reasonable capacity of the building along with the number of pupils housed should be included. Furthermore, the inventory should list all hazards observed, any unsanitary conditions present, and all other building conditions that affect the health, safety, and general welfare of pupils housed therein. Adaptability of buildings to remodeling and additions should be noted. Possibilities for site expansion should be explored.

Second, every school should be rated or scored. This evaluation should be made with the aid of a standard school building rating device so that comparisons may be made on the basis of standard criteria of good housing.

Third, all conditions observed needing immediate attention should be described in detail. Suggested remedial steps should be noted.

#### LOOKING FOR NEW SITES

In addition to exploring the possibilities of expanding existing sites, the subcommittee has the responsibility of looking for possible new school sites. Every growing community must look to the future if it is to possess good and adequate school sites when the time comes to erect new buildings. It is not the function of the subcommittee to *select* school sites, but it is the function of the group to look for possible sites, list, and locate them for later consideration by the central survey committee.

The subcommittee will rely on the help of the building consultant in its search for sites. The captains of the appraising teams should be able to give considerable help. Frequent consultation with the subcommittee studying The

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Community and Its People will also prove helpful. Information about population growth, school enrollments, and property development has a definite bearing on future school sites.

The list of possible sites may well include the following information about each plot:

1. Exact location including plot numbers
2. Area of plot
3. General description of land surface
4. General description of surrounding area
5. Transportation serving area
6. Traffic hazards, if any
7. Name of owner
8. Estimated cost of plot

### **COMPILING THE REPORT**

It is the responsibility of the subcommittee on school housing to present a report to the central survey committee. After study and some modifications, this report will be incorporated as a chapter in the complete survey report.

In compiling this report, the group can draw on the consultant's analysis, the team reports, and the ratings of their own members. The report should include an analytical description of each building, the score or scores given the structure, its equipment, and site.

Any hazardous or unsanitary conditions observed should be listed and suggestions for remedial measures noted. Such conditions demand immediate attention, and it can be assumed that many of them will be taken care of before



the final survey report is submitted. Those which have been eliminated or remedied will of course be omitted from the survey report.

A list of possible future sites together with necessary information completes the report. This working list of possible sites will be eliminated in the survey report because specific recommendations will be made therein.

The reports of each of the rating teams will furnish the basic materials for the descriptive analysis of each school building, its equipment, and site. These team reports should be checked against the consultant's reports and the observations of the subcommittee members. Some pertinent comments from the raters-at-large may be incorporated in the descriptions. The object here is to present a verbal picture of each school. Some teams have photographed the buildings they have rated and submitted the pictures as part of their reports. Some have presented sketches and drawings to accompany their verbal pictures.

Because the scoring of the schools is done by a large number of people, there are a variety of ways of reporting scores. One way is to report each of the three scores separately. Following is an example:

#### Central School Scoring

Team, 419. Subcommittee, 427. Building consultant, 432.

Or the team and subcommittee scores may be averaged to make a citizens' score which would appear as follows:

#### Central School Scoring

Citizens, 423. Building Consultant, 432.



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Or an average of all three may be used to give a single score for each building. In such a case, the score of Central School would be 426.  $(419 + 427 + 432 \div 3)$

Usually there will not be a great variation among the scores given each building. When an extreme variation occurs, it is well to recheck the building.

A breakdown showing the scores given each of the major items on the scoring sheet for each school should be included in the report. This will help to point out major weaknesses and strong points in each school. A typical scoring sheet showing scores on all items for each building may be included in an appendix to the report.

In compiling the report, the subcommittee will probably find it helpful to discuss each school with the consultant, the rating team captain, and, possibly, others who rated the school. Such discussions serve to supplement the written reports.

When the report is completed, it should be mimeographed and copies supplied to each member of the central survey committee and to the superintendent of schools. If the report notes safety hazards or unsanitary conditions, the superintendent will have an opportunity to take immediate steps to remedy the situation. Ordinarily, the mimeographing can be done by the clerical staff of the superintendent.

The filing of the report with the central survey committee completes the work of the subcommittee until such time as the master housing plan is drawn up.

### REPORT OF RATING TEAM ON CENTRAL SCHOOL

We herewith submit the following report on the Central School. This report represents a consolidation of the

opinions of the nine members of the team who took the training course and rated the school, its site, and equipment.

### *Urgent Needs*

1. The pillars and piers in the school gymnasium should be padded. There are concrete projections and stairs extending out into floor space, and they are very dangerous to the children who use the gymnasium daily.

2. We need a protective fence in front of the building. Unfortunately, our school building is located on a main highway. The building is very close to this much-traveled street. We feel there is an urgent need for a substantial protective fence all along the school grounds bordering the highway to discourage the children from running in the street while at play.

3. We have only one telephone in the building, and it is in the office on the second floor. We feel there should be an extension on the first floor, and also a phone located in the basement near the boiler room and custodian's quarters. This would be an advantage in case of a fire.

4. The railing around the stairs on the second floor is low, and the well is wide and two stories deep. We feel it is a definite hazard, and something should be done to eliminate it. The stair well could be enclosed at small cost.

5. The roof does not leak, but it is the original roof, put on when the building was erected thirty years ago.

6. The stairs are worn and slippery, and we feel they could be improved.

7. Check and adjust heating and ventilating system. Our schoolrooms seem to be either too hot or too cold.



## APPRAISING PRESENT SCHOOL HOUSING

We feel this could be adjusted to make the rooms more pleasant, and also to reduce the cost of heating the building.

8. We need safety markings in our school buildings.

### *Description of Central Elementary School*

Central, the only large elementary building in the district, houses 392 pupils in grades from the kindergarten through the eighth, inclusive. It is a brick building erected in 1912 as a high school, but since the construction of the present high school about fifteen years later, it has served only as an elementary school. As shown in the summary, it received a total score of 419, which places it in the class of buildings considered to be of doubtful value as housing units in a long-range plan.

Placement of the building with regard to the directions from which classrooms receive light is bad; the majority of them have windows to the north and south. The style of the building was considered good at the time it was built, but is not considered very attractive now. There appears to be considerable possibility of practicable interior modification but none of expansion. The economy of its plan is poor.

For a building of its age, its external structure is in fairly good condition. However, multistoried buildings are not considered desirable for elementary schools. Some of the entrances and exits are too narrow. Its general condition and appearance rates fair.

#### A. Site

1. Satisfactory environment.

2. Site of  $1\frac{1}{2}$  acres too small for elementary group; 8 acres nearer ideal for almost 400 pupils.



## *APPRAISING PRESENT SCHOOL HOUSING*

3. Limited playgrounds; very limited equipment.

### **B. Building**

1. Foundation and exterior walls appear structurally sound.

2. Building not nearly large enough for enrollment of almost 400 with no flexibility or possibility of expansion; 82 kindergartners and 52 third graders in the basement rooms this year.

3. Entrances and exits involve too many levels and steps; low glass in doors.

4. Steps are of slate, slippery when wet; children and teachers have fallen; too many steps; stairway too wide with no center handrail; stair wells dangerous.

5. Basement, of necessity, is being used for classrooms, but not adaptable and is objectionable.

6. General appearance of inside good due to fresh paint.

### **C. Academic rooms**

1. Windows start 4½ feet above floor level; children cut off from natural light; all outside view shut off.

2. Acoustic materials in walls, ceilings, and floors inadequate.

3. Cloak rooms have doors that are hard to work or don't work at all; drop doors are dangerous; space in most cases inadequate; rooms without such facilities use hooks in corridors.

4. Practically no equipment such as file cases, easels, science facilities and sinks, or lavatories for sanitary purposes; impossible to remedy due to lack of space.

5. Rooms run about one-third under the recommended

## APPRAISING PRESENT SCHOOL HOUSING

size of 1,000 square feet for classes of 25 children or more; no way to remedy this.

D. Special classrooms—needed for activities for which the regular room cannot be adapted; there is only one, and it is not properly equipped.

### E. General service provisions

1. No assembly room; gym serves this purpose, of necessity, but inadequately.

2. No library or reading room.

3. Community facilities are missing except for a make-shift assembly in the gymnasium; the only kitchen in the building consists of an ancient gas range and one very small sink; these are located in a basement room, which must be used for a classroom.

4. The kindergarten, which is housed in the basement, is too small and lacks necessary facilities; the room is either too hot or too cold; poorly ventilated; and the toilet is not usable.

5. The administrative offices are badly placed on the second floor; no general office; no supply room for principal and teachers anywhere in the building; reception room and book room are combined, inadequate for either purpose; no work room for the teachers; teachers' rest room on top floor, too far from teachers in the basement.

6. *Custodian equipment is stored in the first and second floor girls' rest rooms.* Other equipment is in various nooks and corners and in the corridors, an additional fire hazard.



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### F. Service systems

1. Heat is furnished by a high-pressure boiler directly under a classroom.

2. Ventilation is difficult owing to air being drawn up through a cold dusty attic where the foul air becomes too heavy to be drawn out through the roof ventilators; the air in classrooms is at times full of gas and smoke.

3. Lighting system is old; no down deflectors or diffusers on the fluorescent fixtures.

4. Drinking fountains are old, too few in number, unsanitary, and stand out too far in the hall; not centrally located.

5. No classroom lavatories.

6. Toilet rooms are poorly arranged; each has only one lavatory; most children go without sanitary practices.

### G. Fire protection

1. Outer doors difficult for small children to open; entrances not as wide as stairs.

2. Inner walls not fireproof.

3. Stairs hazardous.

4. Classroom doors extend too far into the halls.

### H. Electrical system

1. Telephone on second floor, no extensions; no means of communication between floors.

2. Clocks in building are discarded ones obtained from another school district; *they do not work.*

### *Score of Building*

The summary shown below represents the composite rating of all members of the team.



# APPRAISING PRESENT SCHOOL HOUSING

## Central Elementary School

No. of rooms 14		Enrollment 392
Division of score card	Perfect score	Given score
Site	132	54
Gross structure	164	64
Academic classrooms	272	136
Special classrooms	76	23
General service provisions	228	70
Service systems	128	66
Total	1000	413
Items not needed	( )	6
Final score	1000	419

### *The Future of the Building*

A. The committee judges the present Central building inadequate for an elementary school building for the community because:

1. The growth of the community has increased the school enrollment beyond building capacity. Recent community surveys indicate it will be impossible to house the future increase of enrollment.

2. The expansion of the school curriculum brings more students, both children and adults, to school. Therefore, more space is required.

3. The present day school services are being expanded to give greater service to the community.

B. The building structure of the present Central building is not expansible or worthy of reconstruction because:

1. Building is outdated and does not meet the requirements of a grade school building for the present-day educational plans. Building lacks adequate number and size

of classrooms, space for work of special teachers and supervisors, space for work of school nurses, space for administrative work and equipment and records, space for teachers' work room and rest room, adequate lighting throughout the entire building, an intercommunication system, and necessary storage space for custodian and school supplies. A special need for Central School is a pupils' lunch room. There are approximately sixty-five pupils who bring lunches daily. In severe weather the number is increased by 20 per cent.

2. Foundation of the building is very poor. Walls are set on the ground without footings, causing settling and plaster cracks. Building has 4 feet 7 inches of tile above grade elevation to brick wall. This is poor construction. This tile is likely to disintegrate and fall out. Replacing it would be very expensive. Entrance to the building is constructed of tile and brick, the tile predominating.

3. Architecturally, the building is obsolete and placed too close to the streets for a grade school building.

4. The present heating system is not adequate for an expanded or reconstructed building.

5. Grade elevation of the building is lower than sidewalk south and north of the building by 1 foot 8 inches. Should the grounds be graded to drain off surface water, there would be danger of water running into the basement windows.

6. Expansion could not be to the south because of the location of the gymnasium and the grade level of the building. Expansion to the west is not advisable because of the location of the heating plant, coal storage space, and the inside arrangement.



## APPRAISING PRESENT SCHOOL HOUSING

Therefore, we recommend the abandonment of the present Central building as soon as it is possible to provide suitable housing for the pupils.

(Signed) *John Judger*, Captain  
for the Central School Rating Team

## USEFUL MATERIAL

- Carpenter, W. W., *et al.*, *Schoolhouse Planning and Construction*. Jefferson City, Missouri: State Department of Education, 1946.
- Caudill, William Wayne, *Space for Teaching*. Engineering Experiment Station Series No. 59, Bulletin of the Agricultural and Mechanical College of Texas. Fourth Series, Vol. 12, No. 9. College Station, Texas, August 1, 1941.
- Division of Buildings and Business Administration, *Manual for Public School Buildings and Grounds*. St. Paul: Department of Education, State of Minnesota, 1947.
- Elliott, Eugene B., *A Guide for Planning School Buildings*. Lansing, Michigan: Superintendent of Public Instruction, 1945.
- Engelhardt, N. L., *et al.*, *Elementary School Classrooms*. New York: Bureau of Publications, Teachers College, Columbia University, 1941.
- Engelhardt, N. L., and N. L., Jr., *Planning the Community School*. New York: American Book Company, 1940.
- Engelhardt, N. L., *Standards for Junior High School Buildings*. New York: Bureau of Publications, Teachers College, Columbia University, 1932.
- Engelhardt, N. L., *Survey Field Book for the Analysis of a High School Building*. New York: Bureau of Publications, Teachers College, Columbia University, 1931.



## APPRAISING PRESENT SCHOOL HOUSING

- Holy, T. C., and Arnold, W. E., *Standards for the Evaluation of School Buildings*. Columbus, Ohio: Ohio State University, 1936.
- Landes, J. L., and Sumption, M. R., *The Citizen's Workbook for Evaluating School Buildings*. Dubuque, Iowa: William C. Brown Co., 1952.
- McLeary, Ralph D., *Guide for Evaluating School Buildings*. New England School Development Council. Cambridge, Mass.: Peabody House, 1949.
- National Council on Schoolhouse Construction, *Guide for Planning School Plants*. Nashville: National Council on Schoolhouse Construction, 1949 edition.
- Odell, C. W., *Standards for the Evaluation of Elementary School Buildings*. Ann Arbor, Michigan: Edwards Brothers, Inc., 1950.
- Odell, C. W., *Standards for the Evaluation of Secondary School Buildings*. Ann Arbor, Michigan: Edwards Brothers, Inc., 1950.
- Strayer, G. D., and Engelhardt, N. L., *Standards for High School Buildings*. New York: Bureau of Publications, Teachers College, Columbia University, 1924.
- Strayer, G. D., and Engelhardt, N. L., *Standards for Elementary School Buildings*. New York: Bureau of Publications, Teachers College, Columbia University, 1933.
- Whitehead, Willis A., et al., *A Guide for Planning Elementary School Buildings*. Columbus, Ohio: Bureau of Educational Research, College of Education, Ohio State University, 1948.

The following periodicals also contain much that is helpful in this area:

*The American School and University*  
*The American School Board Journal*  
*The Nation's Schools*  
*The School Executive*

# EIGHT.

## *How to Plan the Educational Program*

The subcommittee on the educational program should be composed of members of the central committee who are especially interested in what the school program should bring to the people. It is desirable to have a cross section of the community represented by members who are engaged in business, industry, the professions, and home-making.

The subcommittee should feel free at any time to call

on members of the teaching profession for help. Members of the local teaching staff should be enlisted in the work both as individuals and as groups.

At times the committee may seek help in various phases of the study through the use of questionnaires, opinion polls, and inventories. These are simply devices that can be used to learn what pupils, teachers, and laymen think about an educational program, as well as to obtain facts about the educational needs of the people of the community. Standard forms are available but, in all likelihood, forms developed by the local people will prove most useful. The educational consultant should be called on for help in the construction of these fact-finding and opinion-getting devices.

The subcommittee will confer with various civic groups, the school board, the administrative staff, and professional educators from outside the district.

The techniques for studying pupil needs and curriculum content developed in the Illinois Secondary School Curriculum Program should prove helpful. The list of useful material on page 152 contains the names of the principal publications of this Program.

In the course of its work the subcommittee will become familiar with the educational program as it is, but only as a means of helping to determine what the future program should be. The task is to plan for the future, not to criticize the past.

Essentially the job is to answer these questions:

1. What should our school's philosophy be?
2. What should be the depth of our educational program?



## *PLANNING THE EDUCATIONAL PROGRAM*

3. How broad should our educational program be?
4. What provisions should we make for our exceptional children?
5. What special services should we provide for our pupils?
6. How should we organize our educational program?
7. How should our educational program be administered?

The committee may wish to divide its work somewhat by having various members or sub-groups take the responsibility for studying and reporting on each or sections of each of the problem areas. However, the philosophy of the school should be studied by the subcommittee as a whole. The remaining areas yield rather easily to subdivision.

An analysis of each of these problem areas under the question headings follows.

### *WHAT SHOULD OUR SCHOOL'S PHILOSOPHY BE?*

The philosophy of the school is simply a group of basic beliefs concerning the function of the school in the community. The answer to this question will serve as the framework upon which all of the educational program will be built. For this reason it is necessary that the committee on the educational program function as a whole in developing this section of the report. An early answer to the question will facilitate the planning of the various phases of the educational program.

The committee will have the responsibility of stating tentatively what the objectives or the goals of the school should be. These objectives will be largely determined by our conception of the place of the school in the com-

munity. Most people have probably given little thought to what they believe the school should aim to achieve. They have accepted what exists in the school as good or bad, as the case may be. Now they have an opportunity to think through and put into words what they believe about education and what they think should be the objectives of their schools.

Statements of the purposes and goals of education in general may serve as guides to the committee. An example of such a statement, in brief form, is that of the Educational Policies Commission, which says that the school should help the individual to:

1. Realize his full powers of mind and body.
2. Develop good human relationships with his family, friends, and the public.
3. Become economically efficient, that is, self-supporting in a well-chosen vocation with the ability to spend earnings wisely.
4. Achieve civic responsibility to his community and his country.

The committee's statement will be informal and more specific because it will apply to education in its community, as well as education in general. It will want to spell out these purposes in operational terms.

The subcommittee will raise such questions as these:

1. Should the school seek to pass on the social heritage? change the processes of society? restore "the good old days"?
2. Is sex education a concern of the school?



## *PLANNING THE EDUCATIONAL PROGRAM*

3. What is the responsibility of our school for the health of students, of the community?
4. Are the three R's merely tools for work, or are they ends in themselves?
5. What place has the school in developing good citizens?

When we have clarified our thinking about what we expect our school to do, we should put it in a statement similar to the one developed by a committee of the Pittsfield Community Unit School District No. 10 of Pittsfield, Illinois, which follows:

### **PHILOSOPHY OF EDUCATION**

Our aim is to secure a progressive development of capacities, having due regard for individual differences, and including a physical basis of vigorous health, refined esthetic taste, ability to make worthwhile use of leisure, ability to think independently and critically, together with command of the tools and processes that give access to the accumulated products of past cultures. On the social side, this personal development is to be such as will give desire and power to share in cooperative democratic living including political citizenship, vocational efficiency, and social good will.

In another way of speaking, the aim of elementary education is to start people on the way to doing well those things they will most likely need to do. The high school is a continuation and extension of the program of the elementary school with greater emphasis being placed upon the introduction of the individual into actual living.

Pupils should be helped to adjust themselves to the environment in which they will work and live with a well rounded life which will be marked by their interests—physical, moral, intellectual, and material.



# PLANNING THE EDUCATIONAL PROGRAM

## *Specific Objectives*

1. To develop a fine spiritual character that is trusted and admired,
2. To provide health instruction, inculcate health habits, organize an effective program of physical activities, teach pupils to regard health needs in planning work and play,
3. To help pupils to understand the rights and duties of the citizens of a democratic society, and to be diligent and competent in the performance of their obligations as members of the community and citizens of the state and nation,
4. To the extent of our abilities to guide our pupils in the selecting of and training for a vocation; to try to discover the chief interests and natural traits of each child and encourage him in that field for which he seems best fitted, and
5. To instill in the individual an appreciation and recognition of his ability in worthwhile leisure time activities.”<sup>1</sup>

The Educational Program Committee of the Wilmington, Delaware, public school survey stated their beliefs as follows:

## THE NATURE AND PURPOSE OF EDUCATION

The function of education is to build the character and personality of individuals so that they will achieve their own maximum development, will make their communities better places in which to live, and will contribute to the enrichment of society generally.

We believe that:

1. Education is a continuous process going on through life.
2. Education should provide and direct those experiences necessary for the growth and development of the learner in the light of his needs, abilities, and interests.

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<sup>1</sup> Pittsfield, Illinois, School Survey Committee, “The Pittsfield Community Unit Surveys Its Schools.” Pittsfield, Illinois, 1951, p. 34.

## *PLANNING THE EDUCATIONAL PROGRAM*

3. Education should recognize that change is inevitable in a democratic culture and that it should provide experiences that cause learners to prepare and welcome changes in thought and practice which improve individuals and society.

4. Education should continually lead the learner to more complete understanding of the meaning of democracy and should likewise increase his ability to practice democratic living.

5. Education should further enable the learner to assume responsibility in and contribute toward the betterment of human relationships in the home, the community, and the world.

6. Education should contribute to the improvement of all aspects of living.

Specifically, we believe that the school should develop in all learners:

1. The desire for and knowledge necessary to obtain and maintain physical and mental health.

2. An understanding of the family as the essential unit of society.

3. The ability to recognize and respect the value of other individuals and groups and to cooperate with them in work and play.

4. Those basic skills necessary for communication, independent thinking and the ability to recognize, analyze, and solve problems.

5. An understanding and an appreciation of the cultures of the past and of all nations.

6. Desirable ideals, attitudes, values, and through self-discipline, codes of conduct.

7. Interests of a physical, intellectual, esthetic, and spiritual nature in order to work and use leisure time with pleasure and profit.



## PLANNING THE EDUCATIONAL PROGRAM

8. Ability to plan for the future and to select occupations on the basis of enjoyment, needs, and capacities.<sup>2</sup>

The formulation of such a statement serves to sharpen our concept of the place of the school in our community and serves as a guide to the development of a program consistent with our beliefs about education.

### WHAT SHOULD BE THE DEPTH OF OUR EDUCATIONAL PROGRAM?

The depth of the educational program refers to the time span between the ages at which the school assumes and relinquishes its responsibility for the education of the individual.

In studying the question of when the child should start school we should look at both the advantages and disadvantages of pre-school experiences and the need for such early school experiences in the district. We should answer the questions:

1. What educational experiences are provided in kindergartens and nursery schools? This information may be gained from members of the local teaching staff, the state department of education, and the state university.

2. What is the effect of these experiences on the child's later work? This information may be gained from systems that have such a plan in operation; from parents whose children have attended such schools; and from national or state educational associations.

3. How great is the need for such experiences in our

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<sup>2</sup> Wilmington, Delaware Public School's Educational Program Committee, "That We May Grow." Wilmington, Delaware, 1949, p. 14-16.



## *PLANNING THE EDUCATIONAL PROGRAM*

community? This information may be gained from a poll of parents to determine whether or not they feel the need for, and would participate in a nursery-kindergarten program. A teacher and citizen poll will also be helpful in finding out what these viewpoints on the problems would be.

In determining how long the school should provide educational experiences for residents of the district, the committee will look at the junior college, senior college, and adult educational provisions. They will ask the same type of questions they asked for the pre-school program, that is:

1. What does the program prepare students to do?
2. What effect does this have on the student's participation in the economic, social, civic, and home life in the community?
3. What need exists for, and how much participation would we have in such a program?

Answers to these and similar questions will provide the information on which to base recommendations.

### **HOW BROAD SHOULD OUR EDUCATIONAL PROGRAM BE?**

The breadth of the program refers to the extent to which the various types of educational needs are met. These needs will be considered under the headings of vocational, academic, life problems, creative arts, physical education, and extracurricular education.

For purposes of study, each of these fields of learning experiences may be broken down into teaching areas or departments, and each area into subjects or courses. The field of vocational education for example, may be broken

down into such areas as industrial arts, agriculture, and business education, and the courses under each area into subjects. In outline form the breakdown of each field might be as follows:

I. Educational Field (Vocational Education)

A. Teaching Area (Industrial Arts)

- |                         |                |
|-------------------------|----------------|
| 1. Subjects—woodworking | electricity    |
| general shop            | auto mechanics |
| metalworking            |                |

In studying these educational fields the committee should examine the purposes of each teaching area and the demand that exists for each subject. It will be necessary to ask each of the teaching specialists in each area to help by listing the purposes of his teaching area, and how each subject contributes to these purposes and to the intent of the philosophy. They should also ask him to indicate the various "tools," materials, equipment, and space now available, plus what would be desirable in carrying out his area of the educational program.

In studying the demand that exists for each subject, they may make use of the inventory or questionnaire technique in order to poll people in various sections of the community to find out their opinion concerning these particular needs.

In the vocational field they might ask students such questions as:

1. Have you decided upon the vocation that you intend to follow after you graduate?
2. What vocation have you chosen? (If you have not decided between several vocations, please list your most probable choice first, your second choice second, etc.)



## *PLANNING THE EDUCATIONAL PROGRAM*

3. What vocational subjects will help you prepare for work in the vocation of your choice?

In polling the graduates, they might ask what vocations they have entered and what they think they should have been taught by the school. In polling citizens at large, they might ask their opinions concerning the vocational preparations they think should be given by the school in the various vocational areas.

In the area of business education they will be concerned with the subjects of typing, shorthand, bookkeeping, office machines, and secretarial practices. What is the need in our community?

Agriculture will be concerned with the subjects of soil, machine maintenance, animal care, grain and grass crops, and farm home care. Do we need such a program?

Although these questions have all been concerned with vocational education, similar questions should be asked for each of the other educational fields.

The field of academic education will include such areas as foreign languages, mathematics, science, social science, and English.

The life problem experiences may appear throughout the educational program. Consumer education, for instance, may appear in homemaking, business education, social studies, or other areas. Thrift, investment of savings, insurance, analyzing propaganda, selecting a doctor and dentist, also may appear in vocational and academic programs. Driver education, on the other hand, is usually a separate unit of study.

The field of creative arts education will include such subjects as painting, drawing, plastic arts, music, and dramatics.



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Extracurricular education will include those activities, without reference to teaching areas, which are sponsored by the school in an informal manner. These activities do not usually carry regular credit. They include athletic contests, music festivals, debates, organization parties, club meetings, assemblies and entertainments, and other activities of a like nature. Although the type of questions previously asked may be employed here, the committee should also ask:

1. How many students participate in these activities?
2. Should all students participate in these activities?
3. What limits should be placed on the amount of participation by students?
4. Should students be charged fees in order to belong to organizations or participate in activities?
5. What activities of this type should be provided?

The information gathered in the study of subjects and teaching areas in the above fields should be reported to show:

1. The objectives of the subject and teaching area
2. How these purposes are achieved
3. What demand exists for the subject and teaching area
4. What facilities are needed to carry out these purposes
5. How each subject and area contributes to the objectives of the school

The following example of reporting of this general type is taken from the survey report of the McLean County Community Unit School District Number Five of Normal, Illinois.

**LIBRARY**

The library, a most vital necessity in the schools, has the following objectives:

1. to cooperate with the school in fulfilling its objectives in education,
2. to provide students with library materials which will help in their growth and development as individuals,
3. to guide students in their reading that they may find enjoyment and may learn to form critical judgments,
4. to enable pupils, through library experiences, to make satisfactory personal adjustments and to gain desirable social attitudes,
5. to encourage students to acquire desirable reading habits which will carry over into adult life, and
6. to provide materials for teachers to aid them in their classroom teaching.

The four methods by which they are achieved are:

1. the provision of an abundance of reading materials—books, pamphlets, etc., for a great variety of subjects at all grade levels,
2. training students in the use of the library tools in order that they may make better use of the library,
3. encouraging personal investigation and broad reading interests, and
4. working with teachers and knowing their teaching plans so that materials may be available for their use.

Facilities recommended are:

The library should be of adequate size to house the maximum number of pupils who will be using it at any one time. Tables should be adapted to pupil size; their arrangement should be such that even lighting is obtained and that no pupils are required to face a window or other unshielded light source.



## PLANNING THE EDUCATIONAL PROGRAM

In addition to study tables, a browsing corner with easy chairs and lamps is desirable.

Soundproof conference rooms with glass partitions, adjacent to the main reading room, are desirable for use by small groups working on special projects or using the radio, recorder, projectors, or any of the other audiovisual equipment.

The librarian's storage, workroom, and office space should also be located next to the library. Radio speeches and programs could be recorded here for later playback to classes. The projectors could be stored here, and prepared for use in classrooms, by the librarian or her assistants.<sup>3</sup>

The primary object of the analysis should constantly be kept in mind. The essential purpose is to plan the educational program desired, not to evaluate the program that exists. In developing the proposed educational program, we will no doubt include much of what exists; but we may wish to eliminate some subjects and areas of learning and add others as our needs dictate. We are concerned with developing a program that leads us toward the goals of education established in our philosophy.

### WHAT PROVISIONS SHOULD WE MAKE FOR OUR EXCEPTIONAL CHILDREN?

Exceptional children may be defined as those who are either so advanced or so retarded physically, mentally, or socially that they should receive specially-adapted learning experiences.

In determining the need for provisions of this nature, the committee should find out the number and types of

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<sup>3</sup> McLean County Citizens, and the College of Education, University of Illinois, "Unit Five Studies Its Buildings Needs." Bureau of Research and Service, University of Illinois, 1950, p. 42.



## *PLANNING THE EDUCATIONAL PROGRAM*

exceptional children in the district. Although these might be grouped under the main headings above, these should preferably be subdivided as indicated below:

### *Physically Handicapped*

1. Deaf or hard of hearing
2. Blind or partially sighted
3. Crippled
4. Children with speech defects
5. Children with cardiac defects and similar handicaps

### *Mental Deviates*

1. Slow learners
2. Fast learners

### *Socially Maladjusted*

1. Delinquents
2. Isolates
3. Others

Information as to the number and types of these cases should be available in the school census or pupil record cards kept by the school. If this information is not available from these records it may possibly be secured through local social welfare, public health, or other professional agencies. If these sources fail it may be necessary to rely on estimates of specialists in the field.

The committee on exceptional children will ask the questions:

1. What are the purposes and function of this program?
2. What provisions should be made for these children?
3. What personnel or special training is needed for such a program?
4. How will the district be reimbursed for the extra expense of this program?

## PLANNING THE EDUCATIONAL PROGRAM

5. How does this program contribute to the objectives set forth in our philosophy?

Opinions concerning the purposes of the program and what might be done to care for the needs of the community may be obtained from teachers or professional consultants. The local administrator will help by giving information as to what extent the state will assist in financing the proposed program.

### WHAT SPECIAL SERVICES SHOULD WE PROVIDE FOR OUR CHILDREN?

Special services, as the term is used here, include guidance, health services, hot lunches, transportation, and others carried on by the school district in the interest of general pupil welfare. Special area teachers, supervisors, administrators, and consultants should be called on to give assistance in determining the purpose of and needs for these services.

In studying guidance the committee might inquire as to pupil records, vocational information and opportunities, counseling, and vocational placement follow-up.

In looking at health services they might ask about both physical and mental health. This will include medical, dental, and psychological services. The need of, statutory provisions concerning, and demand for insurance provisions might also be considered by the committee.

They should look at both the need and demand for a hot lunch program. To determine the need they should count the number of pupils who come from greater distances than can be traveled conveniently during the noon period. To determine the demand, they might ask the



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parents of pupils whether or not their children would participate in such a program. Subsidies and costs of the program should also be investigated by the group.

In studying transportation they should find out how many pupils live beyond reasonable walking distance; how long pupils should ride on busses; what standards of health and safety should be established and what provisions should be made for meeting these standards; and what provisions should be made for notifying parents of variations in bus schedule or emergency runs.

Similar questions should be raised concerning other special services for which there seems to be a need.

The following recommendations of the Lincoln, Nebraska Co-operative School Survey in regard to health services are illustrative:

1. A community-school health council should be organized as a means of co-ordinating school health education and service with the health efforts of other community groups.

2. Periodic surveys and inspections of sanitary equipment should be made, and the results, together with recommendations, be submitted to the superintendent of schools.

3. Written instructions regarding the teachers' role in the control of communicable diseases should be prepared and distributed.

4. Parents should be urged to secure diphtheria immunization and small pox vaccination for their children during the early years of life.

5. A tuberculosis testing program should be instituted in all secondary schools.

6. School programs for diphtheria immunization and small-pox vaccination should be co-ordinated with similar activities of the department of public health.



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7. Written instructions specifying the care to be given and the procedures to be followed when pupils become injured or sick while at school should be prepared and distributed.

8. A study should be made of ways of protecting and improving the health of school employees.

9. Greater use should be made of teachers' observations, health histories, and screening tests in appraising the health status of students.

10. Consideration should be given to scheduling complete health examinations toward the end of the sixth and ninth grades instead of at the beginning of the seventh and tenth grades, as at present.

11. Height and weight of students, as compared with tables giving average heights and weights, should be used as measures of growth and not as criteria of nutritional status or health. They should, of course, be used as a screening device to locate pupils whose nutritional status or health might well be checked by a physician.

12. Increased efforts should be put forth to secure the attendance of parents at the health examinations of elementary school pupils and to secure their co-operation with other aspects of the health program. An effective program of parent orientation and education regarding the health program should be developed. The parent-teacher association would be helpful in this respect.

13. Psychiatric services should be increased.

14. Cumulative health records and other forms used in the health program should be studied co-operatively by principals, teachers, nurses, and physicians to determine if and how they can be improved.

15. An annual report describing the results of school health efforts should be prepared. The report should be made available to the public.

16. The curriculum guide in health education for the elementary grades, now in process, should be completed for use next year, if possible.

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17. The supply of health texts and other teaching aids should be increased.

18. A comprehensive study should be made of the health program for junior and senior high school pupils and minimum requirements determined for all schools. Consideration should be given to including additional specific instruction in the junior high school and to integrating the present first aid and hygiene courses in the senior high school. The place of the job hygiene course in the total health program should receive special attention.

19. Attention should be given to providing effective safety education at all levels.

20. As soon as possible, hot lunch service should be available to pupils in all Lincoln schools.

21. The physical environment of the high school cafeterias, especially at Lincoln High School, and the conditions surrounding the lunch hour, should be improved so that eating lunch will be a more healthful experience for the pupils.

22. The health program should be administratively organized under a director of health education and services, who should also serve as supervisor of health education. Responsible to him should be a supervisor of medical, dental, nursing, and sanitary services (a medical doctor); a supervisor of food service (a dietitian); and a supervisor of physical education and recreation.<sup>4</sup>

### HOW SHOULD WE ORGANIZE OUR EDUCATIONAL PROGRAM?

Organization of the educational program refers to the way in which the various grades or levels of training are grouped for purposes of administration. These levels,

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<sup>4</sup> Hill, C. M., and Brownell, S. M., *Report of the Co-operative Study of the Lincoln Schools, 1945-46*, Board of Education, Lincoln, Nebraska 1947, pp. 748-750.



with the grades or type of training provided, are as follows:

1. Pre-school—education in the nursery, pre-kindergarten, or kindergarten, which is provided before the child enters the first grade
2. Primary—grades 1-2-3
3. Intermediate—grades 4-5-6
4. Junior high—grades 7-8-9
5. Senior high—grades 10-11-12
6. Junior college—grades 13-14
7. Adult education—vocational and other training for persons beyond school age.

In speaking of plans of organization we refer to groupings of grades by numbers. For example, a K6-3-3-2 plan would refer to administrative divisions where the kindergarten and first six grades would be grouped in an elementary attendance center, the next three grades (7-8-9) in a junior high attendance center, the next three grades (10-11-12) in a senior high attendance center, and the next two grades (13-14) in a junior college attendance center.

The committee's job is to find what grouping or combinations of groupings such as K6-6, K6-3-3-2, 7-5, 8-4, and so forth, will be best for our school district. Questions to which they will seek answers here will include the following:

1. What is the special purpose of each of the levels?
2. Which levels may best be grouped to provide for the educational needs of our children?
3. Which plan permits the teachers to do their best teaching?



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4. Which plan gives the pupils the greatest provision for special services?

5. Which plan provides for the most efficient operation?

An illustration of a recommendation concerning the organization of the educational program is taken from the report of the 1948-49 survey of the Danville, Illinois Schools, entitled "Citizens Study Their Schools."

In view of the inadequacies showing up in the present program in the area of adolescent education, we recommend a junior high school program for Danville. One of the fundamental purposes of the junior high school program is to provide experiences for boys and girls which will enable them to discover their interests, engage in self appraisal, and secure a preliminary view of the opportunities which the senior high school provides. Another important function of the junior high school is the development of creativeness in adolescents and appreciation for the creative efforts of others. Another phase of the good junior high school program provides early training in preparation for marriage and homemaking. Furthermore, social relationships among adolescents are developed in a clean, wholesome way.

The junior high school program offers the adolescent youth greater opportunity to do the things that will be most valuable to him in life. An enriched curriculum at the level of the seventh, eighth, and ninth grades encourages the boys and girls to remain in school for the full 12 years. It also gives valuable training to those boys and girls who will drop out of school and go to work. The enriched curriculum at the lower levels gives these boys and girls greater opportunities than can be provided in the elementary school. Careful reading of Chapter III will reveal the lack of opportunity for broad learning in the seventh and eighth grades, and the junior high school program which we suggest is designed to meet the needs uncared for in the present program.

## PLANNING THE EDUCATIONAL PROGRAM

We believe Danville should adopt a junior high school program for the following reasons:

1. It will enrich and broaden the curriculum for adolescents.
2. It will give try-out experiences to boys and girls at an early age so that they may more intelligently choose their life work.
3. It will give boys and girls an early opportunity to discover their natural interests, skills and aptitudes.
4. It will give early opportunity for creative experiences at a strategical period in the child's life.
5. It will give boys and girls opportunity to learn the fundamentals of homemaking and family life before they leave school even though they do not graduate from high school.
6. It will make the transition from the elementary to the secondary school much easier for the child, consequently
7. Fewer pupils will drop out of school before they complete the high school program.<sup>5</sup>

The school staff should assist the committee in gathering information that will help to answer the above questions. The subcommittee and consultant should then consider all factors entering into these answers in making its recommendations as to which plan should be followed in the district. In districts covering large areas the committee may find that exceptions should be made to the general plan of organization because of excessive distances between points, or isolation or concentration of population.

### HOW SHOULD THE EDUCATIONAL PROGRAM BE ADMINISTERED?

Administering the educational program refers to the arrangements made in carrying on the various business, super-

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<sup>5</sup> Danville, Illinois, *Citizens Study Their Schools*. Board of Education, Danville, Illinois, 1949, pp. 46-47.



## *PLANNING THE EDUCATIONAL PROGRAM*

visory, teaching, and auxiliary activities of the school so that the pupils may have the best educational opportunities possible.

The committee will formulate answers to such questions as the following:

1. How can the business management of the schools be made more effective in serving the educational program?
2. What changes, if any, should be made in budgeting procedures, in financial accounting and reporting?
3. What suggestions can be made to secure greater economy and efficiency in the maintenance of school property?
4. Are provisions for insurance adequate?
5. Can suggestions be made to improve the system of purchasing and managing school supplies?

The committee will seek answers to questions concerning both the administration of the staff and pupil personnel as suggested below.

Questions concerning the staff personnel:

1. What duties need to be performed by the various administrators? supervisors? teachers? other personnel such as custodians, maintenance workers, secretaries?
2. What should be the working loads for the various staff members?
3. What working conditions should be provided for the various staff members?
4. What competencies should the staff have in terms of training and experience?
5. Should a salary schedule be adopted, or if one is in force, should it be revised?



## PLANNING THE EDUCATIONAL PROGRAM

Questions concerning the pupil personnel:

1. What requirements should govern admission to the pre-school classes? to grade one?
2. What records should be kept of the child's achievements and growth?
3. How should pupil growth and achievement be reported to the parent and pupil?
4. What should class sizes be for the different organization levels and types of subjects and services?
5. How long should the school day be? the school year?

Answers to the above questions will serve to point out what should be done to make the educational program work. These answers may be gathered from the various staff members concerned and from previously suggested sources of educational information.

### *Reporting to the Central Committee*

The answers to the questions and the tentative conclusions reached during the study, should be discussed by the subcommittee, altered or corrected if necessary, and adopted. It should then prepare a written report incorporating the study and recommendations for consideration by the central committee.

Because the main purpose of the survey is to improve the educational program, it is essential that this report be carefully studied by all members and that they be in the fullest possible accord as to what should be done and the steps toward this goal.

The subcommittee on the educational program must bear in mind that, while they should look at and strive for an

## PLANNING THE EDUCATIONAL PROGRAM

ideal, many of the things they have considered desirable may be beyond the district's financial ability. Through the study however, because they have seen what might and should be, they will be able to plan more intelligently toward "putting first things first" in providing the best possible educational program for their community.

### USEFUL MATERIAL

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Bulletin No. 6. Springfield, Illinois: Office of the State Superintendent of Public Instruction, May, 1949.

Problems Approach Committee of the Wisconsin Cooperative Educational Planning Program (C. M. Low, Chairman), *Guides to Curriculum Building—The Junior High School Level*. Reprinted with permission by the Illinois Secondary School Curriculum Program as Circ. Ser. A, No. 51, ISSCP Bulletin No. 8. Springfield, Illinois: Office of the State Superintendent of Public Instruction, January, 1950.

University of the State of New York, *An Educational Program for Our Schools, A Manual for Community Participation in Educational Planning*. Albany, N. Y.: University of the State of New York, 1950.



## NINE.

### *How to Develop the Survey Report*

The development of the survey report is a process of extracting meanings and implications from a collection of facts and opinions. These facts and opinions are analyzed as an interrelated whole. Each one is considered as a part of the whole picture.

This analysis of the material collected will in all probability result in certain modifications and adjustments in the tentative reports on the various areas of the study. Furthermore, it will be possible, with the aid of established

## DEVELOPING THE SURVEY REPORT

criteria of school housing, to project a building program to house the proposed educational program.

When this process is completed, the reports on the community, the financial condition of the school district, the existing housing facilities and the projected educational and building programs are arranged in logical order and, together with an introduction, are incorporated in a survey report.

The survey report representing as it does a long-range master plan for education in the community is presented to the board of education and subsequently the general public for study and adoption.

## DEVELOPING THE MASTER PLAN

The process of collecting facts and other types of information about the community, its people, the educational program, the financial ability of the school district, and the present school housing will have taken considerable time and effort. However, this information is necessary in order to provide a sound basis on which to plan the long-range program.

As the survey has progressed, the central committee has heard the reports on the various phases of the study as mentioned above and has had the opportunity to learn about each phase.

As each sub-group and subcommittee reported, facts were set forth, as well as opinions about what these facts meant. For example, the group working in the area of *The Community and Its People* brought together facts about the economy, social services, transportation, population, and school enrollments. Along with these facts have

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come interpretations and attempts to supply meanings. Evidence has been presented to show the need for certain kinds of education. Based on information collected, several predictions have been made regarding the basic economy, population, and school enrollments of the community.

Those studying the financial condition of the district analyze its assets and liabilities just as they would those of any large business. The receipts and expenditures of the district are scrutinized. Building maintenance, operational, instructional, administrative, and other costs are analyzed and compared with those of neighboring districts. Financial trends are traced and expenditure patterns over a period of years examined. A detailed story of the ability and effort of the community to support schools over a period of years is told. Legal bonding limitations are set forth.

But beyond this array of figures, opinions are offered. Meanings are drawn from facts. Certain judgments can be made relative to the ability, effort, and willingness of the community to pay for education.

Those studying the present school housing have furnished the central committee with a detailed analysis and a formal rating of each building and site for its condition and educational adequacy. In addition, they have reported on the utilization of buildings and remodeling possibilities of each building.

Those studying the educational program have not only informed us of its present suitability, adequacy, and overall quality, but have pointed out how it should be improved. They have drawn meanings from the facts and



opinions they have collected from pupils, teachers, graduates, parents, and others.

These meanings or interpretations resolve themselves into an expression of what the people want as their educational program. They express the objectives of the educational program. If inadequacies are found, ways to make the program adequate are suggested. If it is unsuitable, ways to make it suitable are offered.

The program is described as it is and as it should be in the light of needs determined by pupils, parents, teachers, and others. The steps necessary to bridge the gap between what is and what should be are recommendations. These recommendations form an essential part of the survey report.

After all of the reports are in and each member of the central committee has familiarized himself with them, the next step is to consider them *together*. Heretofore, each area has been considered separately. The time has now come to look at each one in relation to the others.

The committee faces a twofold task as it considers the facts and opinions collected in the various areas of the study. It must (1) outline a co-ordinated, flexible educational program adequate for the needs of the community and within the financial means available, and (2) develop a long-range, flexible building plan that will adequately and efficiently house the desired educational program for years to come. This too must come within the present and future financial means of the community.

In approaching this twofold task, the committee will need the help and advice of local people of the educational pro-

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fession. It is at this point that the educational consultant from the outside can render a most valuable service. The committee has the facts to set before the consultant. Committee members, local educators, and consultants can exchange ideas, each from his own point of view, but all within the same framework of facts.

At all times, the committee members will keep in mind that the responsibility for developing these plans is their own. They will weigh the advice of the professional educators with care and due respect, but the decisions must be the decisions of the central survey committee. It is from this group that the board of education expects to receive a report.

At this point, the project enters into the phase of deliberative judgment and planning. The facts, figures, and fancies are available; the co-ordinated planning on the basis of this information is the task at hand.

### STEP-BY-STEP DEVELOPMENT OF THE MASTER PLAN

It is suggested that the following steps be taken at general meetings of the central survey committee. Local educators, school board members, and educational consultants should be present on invitation of the committee at such times as they are needed. Probably at least one outside consultant should be present at all times.

*Part 1. The Educational Program.* The report on The Educational Program the People Want is the beginning point. Every committee member should have a copy at hand. The question is "How, if at all, should this pro-



posed educational program be modified in the light of the information we have collected about the community and the financial condition of the district”?

The educational program is the heart of the whole matter. The tentative report of the committee studying this area gives a starting point for the work. Examine it in the light of all the information at hand. Does this information indicate that the educational program proposed by the group working on this phase of the study should be changed? If so, how should it be changed? Should some parts be eliminated? Should additions be made? Why should changes be made? Can they be justified in terms of the total framework of information?

Step 1. Does the committee agree with the objectives of the educational program as set forth? If not, what changes should be made?

In answering this question, the needs of the community as revealed in the study of *The Community and Its People* should be given careful consideration. Certain educational needs may be discovered in the community that justify a reshaping of the objectives of the school. Examples of such needs are as follows:

- a. The need for a year-round recreational program to help prevent juvenile delinquency.
- b. The need for an extensive vocational training program to meet job requirements in the community.
- c. The need for a comprehensive school health service in view of health conditions in the community.

Step 2. When should the individual begin his formal education and when should it end? What span of life should the educational program cover? Shall the school



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system include nursery schools, kindergartens, a junior college, an adult education program?

The needs of the community as revealed in the survey will shed much light on the problem. The report of the group analyzing finances will possibly dictate certain limits on the extent of the program. The superintendent of schools and the educational consultant can give a great deal of guidance at this point.

Step 3. What should be the nature of the educational program? What areas of learning, what experiences should the program include?

The report of the subcommittee on the educational program has outlined these areas. Should these be modified or others be added in the light of the needs brought out in the study of the community? What modifications, if any, do the present and future finances of the district suggest?

Here again, the local administrator and the outside consultant can give substantial aid. The former can explain why the present program contains the areas of learning that it does, why others have not been added, and why some may have been retained despite their lack of essential worth. The latter can aid the committee in weighing the relative values of the areas of learning incorporated in the proposed educational program. This contribution will prove especially valuable if finances impose restrictions on the proposed program.

Step 4. What provisions should be made for exceptional children? For which types of exceptional children are special provisions most needed? Are the recommendations of the educational program report realistic in terms

of community needs and resources? How many children of each type are in the community?

Local teachers as well as the superintendent and consultant may act as resource people for the committee as it considers this problem. A representative from the state department of education may also be of help in explaining the part of the state in sponsoring programs for exceptional children.

Step 5. What pupil services should the schools offer? What provisions should be made for individual guidance, school lunches, and health, psychological, and other services?

The analysis of the community will offer help in determining the need for such services. For example, the fact that a large number of children are not within easy walking distance of a school may indicate the need for a hot lunch program. The number and variety of job opportunities available to high school graduates may indicate the need of a strong vocational guidance service. The ability of the school district to finance such services is also a determining factor.

Step 6. How shall the program outlined be organized? Is the most effective organization a *Kindergarten Six-Three-Three* plan, a *Kindergarten Six-Four-Four* plan, or an *Eight-Four* plan, or some other plan? How can the program be co-ordinated and integrated so as to achieve the objectives set up?

The educational consultant will be most helpful in the consideration of these questions. With his professional knowledge and the facts supplied by the committee, the educational consultant can offer much helpful advice.



## DEVELOPING THE SURVEY REPORT

Step 7. How shall the program be administered? It will be readily seen that the administration of the educational program is largely the task of professional educators hired for the purpose. The school administration must be allowed a certain amount of flexibility in order to adapt itself to changing situations. However, certain guideposts may be set up and suggestions or recommendations made in the light of information brought out in the study.

For example, the citizen surveyors may find that a definite salary schedule should be established in order to retain the better teachers. They might recommend a change in the system of purchasing and distributing supplies with the idea of securing greater economy or improved efficiency.

It is clearly within their province to recommend administrative practices and procedures that they believe will facilitate the development and execution of the educational program they have designed.

*Summary.* The seven steps preceding should have established:

1. A clear-cut statement of the objectives of the schools
2. The educational life span to be covered
3. The nature and extent of the learning experiences to be incorporated in the program
4. The special provisions the program should have for exceptional children
5. The pupil services that should be included in the program
6. An outline for the organization of the program
7. Suggestions for the administration of the program



In short, the committee has determined the educational program it wishes to propose. It is now ready to turn to the second part of the task.

*Part 2. The Building Program.* With the proposed educational program before the committee, it can begin the work of analyzing housing needs. The outside consultant in school building can give invaluable help in this task.

A sound building program must be based on the educational program it is to house. Just as a tailor cuts his cloth to make a suit to fit the man, so must the building plan be tailored to fit the educational program. The nature of the educational program is analogous to the type of cloth and the styling of the suit; the pupil population corresponds to measurements used to determine the size of the suit.

Step 8. How many students will participate in the educational program planned? Where are they now located? Where will they be located five, ten, fifteen years hence?

Those who have made a special study of *The Community and Its People* will have some tentative answers to these questions. Their study of population growth, birth rates, and school enrollments will shed much light on these questions. One point that should be carefully appraised is the effect of the proposed educational program on the desire of people to go to school. Will it attract more pupils? Does the proposed program meet needs better than the present one?

The committee will do well to rely on the experience of the educational consultant in arriving at a conclusion on these points. If modifications in pupil enrollment estimates are made, then the report of the subcommittee on

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The Community and Its People should be accordingly revised.

The answer to the question proposed in Step 8 will give us an idea of how big the educational program will be in terms of pupil participation. This, combined with the nature of the program gives us the basic information necessary to plan school housing.

Step 9. What are the accepted criteria of good school housing, and what do they mean in the local situation?

From their reading and discussion, the committee members will have formed some ideas of what good school housing is. These ideas should be checked with the educational consultant, first in the abstract, and then as applied to the local situation.

For example: What is the proper size for an elementary school site? How large should a classroom be? What is the maximum distance pupils should be expected to walk to school? What are the maximum and minimum enrollments for an efficient attendance unit? How do local school buildings and sites measure up?

Step 10. How does the present school housing measure up to what is needed to house the proposed educational program? In what respects is it adequate? In what respects is it inadequate?

The work of the subcommittee on The Present School Housing Situation has supplied the facts necessary to make this analysis. Its report is an appraisal of the school plant as it exists. The committee now appraises it in terms of how it measures up to what is needed to house the educational program we want. As an example, it may find that present housing makes no provision for a machine shop



while the proposed educational program includes machine shop training.

They must keep in mind that this is a long-range educational program, which takes into account anticipated changes in school enrollments for years to come. It has a certain amount of flexibility, which must be reflected in housing.

For example, present enrollment may dictate the immediate erection of a building to house 250 students but estimated future enrollment indicates the building will be called on to house 450 within the next decade. Such a situation may be provided for in the building program either by designing an expansible building or acquiring another site in anticipation of the construction of a second building later. If the expected increase in enrollment fails to materialize the original building need not be expanded, or if a site has been acquired it can be sold.

Step 11. What adjustments can be made in existing buildings to make them suitable to house the new program?

For example, a gymnasium may be added to an existing building to make it suitable to house the physical education program. In another case, a classroom may be remodeled and equipped so that it will serve as the school nurse's quarters.

Step 12. What new housing is required? How much? Where shall it be located?

In many situations new housing is or will be required. This is true because educational programs change to meet new needs, and student populations in general are increasing. Furthermore, while certain sections of the community may be growing rapidly and others slowly, some



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may be at a standstill while still others are actually decreasing in population. The reports of both the group studying the community and the one studying school housing will serve as guides in answering these questions.

Step 13. Draw up a tentative list of building and remodeling projects based on the information already secured.

Step 14. Arrange the items on this list in the order of their urgency and feasibility.

Step 15. Draw up a co-ordinated step-by-step building program including in proper order:

- a. Location and size of sites to be purchased
- b. Number and location of new buildings to be constructed
- c. Types of new buildings to be constructed
- d. Areas of the educational program to be housed in old and proposed new buildings
- e. Approximate size of each proposed building
- f. Remodeling and additions to be made to present buildings
- g. Additions to be made to present sites
- h. Any elimination of present buildings recommended
- i. Priorities to be assigned each construction unit
- j. Priorities to be assigned each purchase of land for school purposes

Step 16. Estimate the cost of each step in the program.

Cost estimates, rough as they may be, are necessary in order that we may determine what proportion of the program can be financed from time to time. The financial factor may dictate some modifications, and certainly will

determine the maximum speed with which the building program may be achieved.

Rough estimates of building costs may be made on the basis of the number of cubic feet or number of square feet of space required. Valuable insights on costs may be obtained from an analysis of cost data of recently constructed school buildings in neighboring communities.

Estimates of equipment and maintenance costs are also in order because both are involved in figuring over-all costs.

The subcommittee on finance, working with the building consultant, can give reasonably accurate estimates of unit and total costs.

The central committee will do well to work closely with the superintendent of schools, the president of the board of education, and the outside consultants as they shape this plan. It will look to the group that studied finances for advice on how rapidly the plan can be realized in terms of the financial ability and willingness of the people of the community to invest in education.

An illustration of such a step-by-step long-range building program is presented on pages 170 to 180 inclusive.

### Compiling the Survey Report

After the twofold master plan has been developed we are ready to compile the survey report. In the course of the discussions incidental to the development of the plan, certain modifications will probably have been made in the tentative reports covering the different aspects of the study.

For example, predicted school enrollments may have been



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modified as a result of the probable holding power expected to develop from the proposed educational program. In turn, the educational program proposed may have been altered to meet needs brought out in the community study. Likewise, the financial analysis might have been revised in the light of facts about industrial growth uncovered by people studying the community.

After each report has been modified to meet the approval of the central survey committee, it becomes a chapter in the complete survey report. The chairman of the committee will assume responsibility for writing a brief introduction, which will explain the occasion for the study, how it was conducted, the number of people involved, and such other information as may be considered appropriate.

The outline of the report may take the following form:

Introduction

Chapter I. The Community and Its People

Chapter II. The Financial Ability of The School District

Chapter III. The Present School Housing Situation

Chapter IV. A Recommended Educational Program

Chapter V. A Recommended School Building Program

## PRESENTING THE SURVEY REPORT

As soon as the survey report is completed, sufficient copies should be mimeographed so that each member of the board of education, the superintendent of schools, and each central survey committee member may have a copy.

After the board of education and superintendent have had an opportunity to read the report, it may be formally



presented to the board by the chairman of the central committee. He may or may not be accompanied by an executive committee of the central survey committee. There is considerable publicity value in a formal presentation because it represents the culmination of many weeks of work on the part of committee members and others. The ceremony has news value and at the same time serves to point up the relationship between the central survey committee and the board of education.

At this meeting, it is well for the chairman of the central survey committee to point out that the survey recommendations represent the best thinking of citizens of the community after they have become acquainted with the facts. The legal power to act on the recommendations rests with the board of education. The report is now in its hands for study and action.

The first action that a board may well take is to have the report printed or mimeographed in sufficient quantity so that copies may be made available to the general public. Certainly all libraries should be supplied with loan copies, and distribution of copies to organizations and interested groups would be in order.

In accepting the report, the president of the board may request that as the report is studied by the board and the community, help be supplied by the survey committee in interpreting it.

After a careful study of the report, it will be the responsibility of the board to act on it. The board may reject the recommendations in total, although this is highly improbable; adopt them in part, which is possible; or adopt them in total, which is probable. In either of the latter

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cases, the survey committee should stand by in readiness to aid the board in implementing the recommendations set forth in the survey report. Now, however, the responsibility of initiating action on the recommendations rests on the board, and the survey committee acts in an advisory capacity. The responsibility of developing the program for presentation to the board was the committee's; the responsibility of acting on it is the board's.

### A LONG RANGE BUILDING PROGRAM FOR THE CHARLESTON COMMUNITY UNIT

The building program which is recommended herein is the outcome of a careful study and analysis of the factors previously reported. It is designed to furnish the facilities needed for the type of educational program which is suited to the district and yet avoid overbuilding or expensively ornamented structures. It is structured to consecutively care for the most pressing needs of the district while making the maximum usage of the present buildings.

The entire plan must of necessity be extended over a period of several years; but the needs are pressing, and the plan should be initiated immediately with subsequent additions made as soon as possible. As an example, stage 2 of the program might be put into effect as soon as the bonding indebtedness has been lowered enough to permit. Stages 3 and 4 would likewise follow the same procedure.

#### *Recommendations*

1. It is recommended that a new one-story elementary school with a capacity of 200 pupils be constructed on a site to be purchased immediately north of Maple Street where it is intersected by Fourth Avenue. (See Map IV.) This site is well located on high ground and centrally located in respect to pupils living north of the New York Central Railroad tracks.



## DEVELOPING THE SURVEY REPORT

Some provision in streets and subways should be made to allow pupils in the east to reach the new location. It might be necessary to transport these pupils until such improvements have been made. However, the location of the school here would serve the rural area immediately north of the city and would eliminate the necessity of any elementary children crossing the main railroad lines running through the city. The elimination of the necessity of children crossing the main line railroad tracks twice a day is in itself a considerable advantage. This building should include the following features:

- a. A gymnasium of adequate size but without spectator seating.
- b. An auditorium.
- c. A cafeteria large enough to seat 75 at one time.
- d. A principal's office suite.
- e. Teachers' rest rooms.
- f. A kindergarten room.
- g. A health suite.
- h. An art room.
- i. A combined library and visual aids room.

2. We recommend that an addition be made to the present junior high school so that this building may adequately care for all pupils in grades 7, 8, and 9 in the district. This addition should include two classrooms, and expanded facilities for physical education. There is considerable need for better shower, dressing room, and toilet facilities and these should be provided in the new addition. With the addition here recommended, the present senior and junior high school with the exception of the inadequacy of site should satisfactorily house an expanded program for the entire junior high school population.

3. We recommend that an elementary school of modern design and of one story construction with a capacity of 100 students be erected at a suitable location near Salisbury. (See Map I.) This building should contain four classrooms and a recreation room in addition to a principal's office. A site of 5 acres or more should be selected with maximum accessibility for pupils.



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4. We recommend the construction of an expansible one-story senior high school building with a capacity of 500 students on the site which has already been purchased for this purpose. This building should include the following features:

- a. A gymnasium of adequate size.
- b. An auditorium with a seating capacity of approximately 300.
- c. A modern cafeteria and dining room.
- d. A vocational shops unit.
- e. A homemaking unit and social laboratory.
- f. A business education unit.
- g. An arts and crafts unit.
- h. A music unit.
- i. A health suite.
- j. A library seating 50 students.
- k. Administrative offices, guidance, special services, conference and staff work rooms.

Although the present site meets minimum requirements, it is suggested that additional land be secured if available.

5. The Washington School which was built in 1887 is located on a site containing less than two acres. The site itself is inadequate, and in view of the new location of schools, it is recommended that when a new Washington School is built it be located upon a site to be purchased by the Board of Education in the near future on the plot known as the Arbor Hill Residence consisting of approximately four acres, south of Harrison Street and adjacent to the high school grounds. (See Map IV.) This will allow the old Washington School to be used as the general administration building with the superintendent's office, his clerical assistants, conference rooms, business manager's office, and supply depot. The new Washington School should be a one-story building with a capacity of 350 and including the following features:

- a. A gymnasium.
- b. An auditorium.
- c. A cafeteria.
- d. A principal's office suite.
- e. Teachers' rest rooms.

- f. A kindergarten room.
- g. A health suite.
- h. An art room.
- i. A visual aids room.
- j. A library.

6. It is recommended that the Franklin School be the next building within the city to be abandoned as an attendance unit. It is recommended that the new school for this area be located on the site bounded on the south by Polk, on the east by E Street, and on the west by F Street, which runs diagonally. (See Map IV.) This is an ideal site for a school building since it is on high ground with plenty of adjacent play area and well located in terms of the pupil population of the district. It contains approximately 10 acres. The new structure should be a one-story building with a capacity of about 250 and containing the following features:

- a. A gymnasium.
- b. An auditorium.
- c. A cafeteria.
- d. A principal's office suite.
- e. Teachers' rest rooms.
- f. A kindergarten room.
- g. A health suite.
- h. An art room.
- i. A visual aids room.
- j. A library.

The old site, located as it is in one of the better residential areas of the city, could be disposed of by the Board at a good price.

The Lincoln School which is the best elementary school in the district unfortunately is located upon an inadequate site. Furthermore, this site cannot be expanded without encroaching upon heavily populated residential areas, which make such a venture impractical. It is therefore recommended that this structure be kept in use for a considerable number of years with a minimum number of pupils and eventually be disposed of by the Board. This building might be remodeled into an



## DEVELOPING THE SURVEY REPORT

apartment building as it is well located for this purpose. At such time, the new Franklin School might well be expanded to take care of pupils who were in attendance at the Lincoln School.

7. We recommend that an elementary building of one story construction with a capacity of approximately 125 pupils should be erected in the vicinity of Lerna. (See Map I.) This building is to replace the present structure and should be located on a site of not less than 5 acres with maximum pupil accessibility in mind. It should be a duplicate of the Salisbury School.

8. We recommend that a similar unit be built at Ashmore. This new building would replace the present Ashmore structure and should be located on the outskirts of the village where a site of at least 5 acres may be secured.

9. We recommend that a fourth building of the same type be constructed in the Bushton-Rardin area at a point which is readily accessible to pupils of the area. (See Map I.) The site, as in the case of the others, should not be less than 5 acres.

### *Analysis of the Building Program* First Stage

*Recommendation I* will provide an economical, flexible and functional building which will alleviate the overcrowding in the elementary schools in Charleston and offer an enriched educational program to the children of the Fairgrange Area and North Charleston. The location of this site and the pupils in this area are shown in Map IV.

The gymnasium in this building will provide a place for children to participate in their games and should be designed for the age group for which it is intended. It will not need the high ceilings or large playing areas which are found in the secondary school gymnasiums; neither will it need to be designed for spectator groups.

Like the gymnasium, the auditorium in the elementary school is a place for smaller children to gather and work and should



be designed accordingly. Here the children will present their plays and musical programs, act out the stories they have written, and carry on their project presentations for small audiences.

The auditorium should accommodate about 100 and will also serve as a center for meetings and programs sponsored by the various clubs in the area served.

The cafeteria will provide a congenial atmosphere where good manners and health practices can be put into operation. It will provide facilities not only for hot lunches but also for serving milk and soup to those children who bring their lunches from home.

The principal's office and teachers' room will provide needed work space for the administration and staff.

The kindergarten and health rooms will provide the special facilities and areas needed for this part of the educational program.

The art room will serve as a center for carrying on the larger art and manual projects and as a center for science experiments, clay firing, and plant growing.

The combined library and visual aids room should contain shelving, tables and chairs, pictures, etc., appropriate to the age group being served. It should be attractive in design and decoration with separated areas where small groups might work together around tables. These could possibly be provided by section designing which utilizes the projecting smaller sized bookcases as the partition. These areas might serve as a center for a collection of books which are pertinent to the problems on which the groups are working.

In addition to these rather traditional provisions consideration should be given to the inclusion of a small separated sound-proof room in which students can listen to their radio transcriptions or recordings of special broadcasts, classroom lessons, music appreciation lessons, and committee meeting procedures.

The librarian's desk should be conveniently and centrally located, so that she can supervise all activity in the room, and

## DEVELOPING THE SURVEY REPORT

should be adjacent to the librarian's work room where the visual education equipment will also be available.

The building, including all others recommended, should be of one-story, fireproof, sanitary modern construction. As an elementary center it will have exits from each classroom to an outdoor work area for that room. Each of the classrooms should have a floor area of no less than 900 square feet.

The cost of the site and building is presently estimated at \$250,000.

*Recommendation II* will provide the sorely needed improvement and expansion for the junior high school building. When the senior high school is moved it will permit offering the try-out experiences in the various skills which are needed with this age group and should handle the estimated 750 to 800 students who will be attending this center in 1958. The present location of pupils in the seventh, eighth and ninth grades is shown in Map II for the outlying area, and in Map V for the city of Charleston. This improvement would cost an estimated \$50,000.

*Recommendation III* will establish a modern sanitary building at Salisbury which will provide an educational program comparable to that offered elsewhere. The recreation room should be planned as a general or all purpose room in which hot lunches are offered and in which project activities can be carried on. This room with its adjoining kitchen will also serve as a center where groups in the community can meet and present their programs and have their dinners.

This building will be similar to the elementary buildings previously mentioned, with regard to classroom floor area and type of construction. The location of this attendance center and its pupils is indicated on Map I.

The building, with its site, will cost an estimated \$100,000.

*Recommendation IV* is closely tied to Recommendation II which depends upon it for fulfillment. The increased high school enrollment as well as the urgent need at the junior high



school level necessitates this step being taken in the immediate future.

The senior high school building will provide the facilities needed for this group of students for vocational training, physical education, and other services. It should be of one-story utilitarian design which provides for maximum ease of maintenance. It should avoid fancy or nonfunctional decoration or trim and construction should be such that there are no basement rooms in use by students.

The building should be designed so that it could be added to in the eventuality that the high school students from Eastern attend the public schools.

It is estimated that the cost of this building will be \$1,000,000.

Although not included as a building recommendation, a sum of \$50,000 should be made available for contingencies in connection with purchase or improvement of sites.

*Recommendations I, II, III, and IV*, with the site contingency allowance, comprise the first stage of the long range building program. In the opinion of the survey staff, the \$1,450,000 required for this step can all be handled under one bonding issue and still leave an ample amount which could be made available in case of emergency.

The completion of the first stage will temporarily release the pressure resulting from the tremendous influx of pupils. Charleston Community Unit will then have two new functional elementary grade schools, an adequate junior high school plant and a new uncrowded senior high school. It will leave only three elementary buildings which are in need of replacement or extensive remodeling, with all other buildings rated as being in good condition.

At the junior high school, or seventh, eighth, and ninth grade level, only a very few students would be beyond the limits of a ten mile circle drawn from their attendance center. The present location of these students in the outlying area of the unit is shown in Map II. Over two-thirds of the students,



## DEVELOPING THE SURVEY REPORT

as indicated by Map IV, would be located within a mile circle from the building.

As shown in Map III the tenth, eleventh, and twelfth grades would also have a few pupils located beyond a ten mile radius from the high school. Over two-thirds of the senior high school students, as indicated in Map V, would reside within a mile radius of this building.

### Second Stage

*Recommendation V* initiates the second stage of the long range building program which should be placed in operation as soon as reduction of the Stage One bond issue will permit. This step will remove the crowding in the classrooms in the unit.

Recommendation V replaces the poorest attendance center left in the unit at this point and provides an adequate school plant for the children in the eastern section of Charleston and outlying area. At the same time it will permit all of the administrative offices to be located centrally.

The school plant should be similar in type to the elementary building previously described and the shift of the Administrative and Board Center will provide ample storage and operating space so that all administrative records and school supplies can be centrally and conveniently located.

### Third Stage

*Recommendation VI* initiates the third stage of the long range building program and should be placed in operation as soon as factors of economic conditions and possible state or federal building aid programs indicate that this can be done. This recommendation replaces another of the inadequate buildings with a modern plant. The building should be planned to initially house about 250 students although all service features and the gymnasium, cafeteria and health suite should be of

ample size to handle the final enrollment of 400 which is predicted.

This building should be of expansible design to permit the later addition of classrooms and another activity room at the time when Lincoln is abandoned. It would eventually serve the western part of the city of Charleston and immediate outlying areas.

The realization of this recommendation gives the city of Charleston ample facilities for a modern educational program excepting for the limited outdoor work area and playground space at Lincoln School.

### Fourth Stage

*Recommendation VII* removes the last of the buildings in the area which are in the doubtful class. It provides the facilities needed in the Lerna area to offer an educational program which has its curriculum directed to the children of a rural area. After its construction it might be possible, if patrons so desired, to lower the class unit load in Charleston by decreasing its attendance area and enlarging the attendance area for the center at Lerna.

*Recommendation VIII* replaces the present Ashmore center with a building and site of adequate size to provide economically a sound educational program. This building would house about 125 students.

*Recommendation IX* concerns establishment of the last of the attendance centers. This building would serve the Bush-ton-Rardin area and should be situated for maximum convenience and utilization by both villages and the surrounding rural area. It would house 100 pupils.

With the completion of this stage the children of the Charleston Community Unit will all be provided with safe, sanitary, adequate schools which can offer the type of educational program suited to their needs. These centers will also provide facilities for use by groups in their respective areas. The



## DEVELOPING THE SURVEY REPORT

Charleston Community Unit will again be "second to none" in its provision of facilities for public education.<sup>1</sup>

### USEFUL MATERIAL

Charleston School Survey Committee, *A New Community Unit Studies Its Schools*. Charleston, Illinois: Board of Education, Charleston, Illinois Community School District, 1949.

Citizens School Survey Committee, *The Years Ahead: A Survey of Glen Ellyn Elementary Schools*. Glen Ellyn, Illinois: Board of Education, 1951.

Danville, Illinois, *Citizens Study Their Schools*. Danville, Illinois: Board of Education, 1949.

Mason City, Iowa School Survey Committee, *One Thousand Citizens Looked At Your Schools*. Mason City, Iowa: Board of Education, 1950.

McLean County Citizens and the College of Education, University of Illinois, *Unit Five Studies Its Schools*. Urbana, Illinois: Bureau of Research and Service, University of Illinois, 1950.

Wilmington, Delaware Public School's Educational Program Committee, *That We May Grow*. Wilmington, Delaware: Board of Education, 1949.

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<sup>1</sup>Charleston School Survey Committee, "A New Community Unit Studies Its Schools," 1948-1949, pp. 240-247.



## TEN.

### *How to Develop and Maintain Good Public Relations in the Survey*

As mentioned earlier in this book, the need for good public relations is so important in the conduct of the survey that a subcommittee should be set up to work in this area. Persons in radio, newspaper, and industrial public relations are ideally suited for work on this subcommittee. Advertising people and theatre operators have made unique

## DEVELOPING GOOD PUBLIC RELATIONS

contributions in some cases. Willingness to work and available time are important requisites for membership.

### WHAT IS THE PURPOSE OF THE PUBLIC RELATIONS SUBCOMMITTEE?

The purpose of this subcommittee is three fold:

1. To collect all the facts, figures, and important news items concerning what the survey subcommittees are doing and trying to do, and to get this information to all the people in the community.

2. To provide and promote ways and means by which the general public can present ideas and opinions to the survey committees.

3. To facilitate communications among survey workers themselves.

The success of a survey depends to a great extent upon the work of this committee. The people of the committee should seek to develop co-operation and good will among survey workers and the rest of the general public. They should attempt to get as many people as possible in the community involved in some part of the survey's program. Involving the people in the work of the survey does not mean placing them all on committees. However, it does mean giving *everyone* ample opportunity to participate, receive information, and express opinions and ideas concerning the work of the survey. An illustrative series of questions and answers, designed to produce a clear understanding of the purposes and methods of the survey, appears on page 194. These questions may be run in the daily or weekly newspapers as an introductory publicity feature.

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### HOW MANY PEOPLE SHOULD BE ON THE COMMITTEE?

The exact number of people needed on this subcommittee cannot be definitely stated as the number depends upon several factors. Among these are (1) amount of time to be given by each member, (2) speed with which the survey is to be made, and (3) the difficulty involved in reaching the public. Where possible, it is advantageous to have a member of the public relations subcommittee occasionally attend the meetings of other subcommittees. With due regard for all of these factors, experience has indicated that a good working subcommittee will consist of between three and seven members. During different stages of the survey, the subcommittee will find it advisable to invite specialists to sit in on committee meetings for short periods of time. A minimum of three members is recommended out of fairness to the general public and the committee itself. It is felt that with fewer than three people it would be difficult to report the activities of the subcommittees to the general public. The maximum of seven people is suggested because it has been found that a larger committee has trouble devising working agreements.

The members of the subcommittee are selected from the central committee originally appointed by the board. Sub-groups may be formed from members of the student body, the faculty, and the community at large. Other citizens, because of particular talents as writers or artists, may be called upon for occasional help.

Care should be taken in selection of the committee to secure members who understand the different points of



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view of the citizens of the district. This involves taking into account differences in sex, differences in economic and social status, differences in occupations and leisure-time activities, and differences in localized interests within the district.

### **HOW CAN THE COMMITTEE BE ORGANIZED MOST EFFECTIVELY?**

The committee will find it expedient to elect a chairman and a recorder at one of its first meetings. The election of these officers is not meant to imply that parliamentary procedures must be strictly adhered to in meetings. While order and attention to the problem at hand are essential, a friendly informal atmosphere is much more conducive to general participation in discussing and solving the problems before the group than is a formal atmosphere. The duties of the two officers are listed below.

#### **Specific duties of chairman:**

1. Arrange the most favorable meeting times with the other committees
2. Lead (not direct) discussions
3. Act as the representative of the group at the central survey meetings
4. Arrange meetings with consultants

#### **Specific duties of recorder:**

1. Keep a record of the meetings of the public relations committee
2. Keep reports of meetings of other subcommittees that were attended by committee members

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3. Keep records and samples of committee projects, articles published, etc.

4. Assist chairman with clerical work

### HOW OFTEN SHOULD THE COMMITTEE MEET?

It is usually desirable to have this committee meet at least twice each month, and more often if it seems necessary. The frequency of these meetings, of course, depends on the speed of the survey and the amount of work to be done by the committee.

### WHAT SHOULD BE DONE AT THESE MEETINGS?

These periodic meetings will allow the committee to (1) evaluate its past work, (2) make suggestions for improving the work, (3) participate in a social period, and (4) foster group thought and action.

In evaluating their past work, the members should ask themselves questions such as:

1. How well did our message reach the citizens of this area?

a. Which methods of communication reached what groups?

b. How many people received the report?

c. How many people did not receive the report?

2. How well did we get our message across?

a. Did people understand what we were, in general, trying to say?

b. On what points did we have difficulty in getting people to understand us?

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c. Which methods of communication (newspapers, bulletins, oral reports before various civic groups, cartoons, motion pictures, etc.) best served to clarify what we were trying to say?

3. How well did we get the reaction of groups to our report?

a. Was there a general response to our report?

b. What different types of response did we get?

c. How many in the group responded in each manner?

d. How many in the group seemed indifferent to the report or did not respond?

In making suggestions for the improvement of its work, the committee might look to past evaluations for signs of difficulties that could be attacked. In the case of the question "How well did our message reach the citizens of the community"? it might be found that certain procedures were overlapping or of very little value. The elimination of these procedures, and the improvement or addition of others, might result in a better and more economical news coverage of the community. A similar procedure might well be followed on all of the questions concerning the success with which information and opinions were given and received.

Social periods provide an opportunity for the members to become acquainted with each other's names, interests, talents, abilities, likes and dislikes; often they become friends.

Group thought and action may be fostered by members



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consciously striving to express themselves and give others the same opportunity of expression. Following a thorough discussion, in which everyone's view is understood and considered, the subcommittee should reach a decision regarding the course of action. When this agreement has been reached, the committee members should delegate various duties and responsibilities to specific members of the public relations subcommittee.

### WHAT COMMUNITY RESOURCES ARE AVAILABLE?

A previous topic concerning media and channels of communication points out some of the resources that may be found in the community. A thoughtful evaluation of resources available, and a cataloguing of these with a description for later use, will save the public relations committee considerable work and worry. It has been discovered in surveys that by the use of this method public relation committees have found many communication channels and media that otherwise would never have been uncovered.

Following are examples of several types of local resources, and qualities of each, which the committee should list for further reference and use:

1. Publications—circulation, public appeal, frequency of distribution, cost per inch for advertisements
2. Publication firms—type of material published, cost, distributing agency
3. Organizations—labor, veterans, social, civic, professional, youth
4. Speakers—civic and school, religious, youth leaders
5. Radio stations—those serving the local area

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6. People possessing special talents—artists, writers, organizers who are civic and social minded

7. Meeting places available—for lectures and public forums

8. Publishing and distributing equipment belonging to the schools—school press, art classes, student speakers, mimeograph machine, typewriters

9. Pictorial services—availability of local photographers, photographic coverage of buildings and survey workers by local newspapers

10. University and state department of education consultants and materials—experts in finance, school buildings, curriculum, public relations, consultation fees and availability—brochures and films.

This list is not exhaustive. The local community should be checked for resources in addition to the ten listed here, and new classifications might well be made and explored. In any case, the suggested list of media should be examined in order that the committee might become acquainted with the resources in the area.

### **HOW CAN THE SUBCOMMITTEE WORK MOST EFFECTIVELY?**

One of the first actions of the committee, after it has organized, should be a study of the following points of guidance. These guideposts should be reviewed from time to time throughout the life of the committee.

1. The subcommittee's membership represents the viewpoints of all of the publics within the general public, and these should be considered by the public relations committee in all its actions. Different techniques and procedures



may be needed in getting information to and from various groups.

2. The subcommittee should be prepared to work democratically. All members should strive to understand what other members are attempting to say; they should respect all ideas that are presented to the group and should attempt to draw out the ideas of the various members. In cases of sharp differences of opinion, all members should make their decisions as individuals, in terms of what they think will be best for the group. All members should then abide by the majority decision in setting up the group's assignments. Every member should also accept full responsibility for seeing that his particular part of the job is satisfactorily completed.

3. The members should understand their function. They are not merely conveyors of opinion to the general public; they are also conveyors of opinions and factual information among the various committees.

4. The members should understand the problems under consideration by the central survey committee. It is obvious that, without this understanding of the problems, they will be unable to report the progress of the survey to the public and discover in turn the public's opinions.

5. The members should develop a scientific method of working. They should determine what they are trying to do; devise procedures to be used; adapt media that seem to be suitable for particular purposes; evaluate the results of different types of reporting; revise future procedures to include those devices which were successful, and change and improve those which seemed to be unsuccessful.

6. A written, but flexible, plan of operation should be



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prepared by the committee for use in the survey. This will permit the committee to distribute its work, estimate when various special procedures will be indicated, and make arrangements for special reporting assignments such as illustrated bulletins, posters, and films.

7. Each committee member should understand his work as a two-way action process. That is, information is not only distributed, but gathered.

8. The committee should carefully refrain from drawing conclusions or making recommendations. Reporting should be factual in nature and uncolored by committee opinion. Drawing conclusions and making recommendations are functions of the central survey committee.

9. The members need to accept the idea of continuous evaluation. They should spend considerable time reviewing their program and checking its results.

10. The committee members should read and discuss this book and others, such as the American Association of School Administrators Twenty-Eighth Yearbook, *Public Relations for America's Schools*.

11. The members should keep the central survey committee informed of their plans and the results. In acting as a "clearing house" for the two-way exchange of information between the various survey groups and the citizens, the committee must make this information available to the central survey committee.

After the members understand the implications of the above points, they will be well underway in their work as a committee. This committee will want to keep the public informed of the facts uncovered by the various

subcommittees. It also will want to provide means for the presentation of suggestions and opinions by the general public. News should reach *all* the people through the use of many and varied media. In order to get first hand news, the public relations committee members will find it necessary occasionally to attend meetings of the various subcommittees, as well as meetings of the central survey committee.

The committee has many media that it may use to collect and disseminate information. Some of these media and suggested procedures are discussed elsewhere in this chapter. During a committee meeting a list of possible media should be examined and the possibilities of each medium discussed with respect to its use in the local survey. The procedure that will reach the greatest number of people at the lowest cost should be tried first, after which other means may be used to contact those people not previously reached. In most localities the local newspaper, local radio station, school newspapers, and letters are the best media for getting news out to the general public. Because there are people who will not be reached by these media, the use of newsletters and envelope stuffers should be considered. An illustration of how the local newspapers can help publicize the survey is shown in the editorial on page 199.

#### WHO SHOULD RELEASE THE INFORMATION?

One acceptable channel for releasing information is through the superintendent of the district via the chairman of the central survey committee. Among the reasons



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for all information clearing through the superintendent, once this material has been prepared by the public relations committee, are:

1. The superintendent, as an education expert, is more likely to notice the areas of the survey not covered in news releases to the public; he may then call this to the attention of the subcommittee.

2. The superintendent may have staff members at his disposal who are more adept at putting educational terminology into language that the layman can readily understand.

3. The superintendent's office is a central point in the community and thus provides a convenient and accessible place.

4. The school is a central distribution point for school news. Local newspapers, radio stations, and free lance writers, make periodic calls to the superintendent's office for school news. The superintendent has already established a working relationship with representatives of these publicity sources.

5. People of the community generally have respect for the accuracy of news that is released by the superintendent.

Another acceptable channel for releasing information might be through the chairman of the central survey committee. In either case, the single outlet will make possible a more completely integrated news program and the avoidance of duplication and conflicting statements.

### **HOW LONG DOES THE COMMITTEE WORK?**

It is extremely important that the committee be formed at the same time as the other subcommittees. The group



should immediately attempt to gain an understanding of its function as a public relations committee. The publicity job actually begins before the group is summoned; the committee must retrace the actions and facts leading to the inauguration of the survey. Because there is background work to do and much to be done in the future, the committee must begin work as soon as it has an understanding of its problem.

As the survey draws to a close, the activity of the committee will become more intensified, and should continue until the survey report has been accepted by the board of education and reviewed by the community at large. Only when the final recommendations of the survey have been accepted and put into practice may this committee conclude that its job has been accomplished.

## *Questions and Answers on the Citizens School Survey*

1. (Q) *What is the Purpose of This Survey?*

(A) The purpose of the survey is to collect the necessary facts and figures to plan a long-range school program for the community.

2. (Q) *Who is on the Central Survey Committee?*

(A) The central committee is composed of representative citizens from the various sections of the district. (List the names of members here and designate chairman and secretary.)

3. (Q) *How Were the Members Selected?*

(A) The members of the central committee were selected by your board of education with the advice of a number of the leaders of community organizations.

4. (Q) *Do These Committee Members Represent Organizations?*

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(A) No, they do not. They may be members of various organizations but they represent all the people of all the school district.

5. (Q) *What Facts and Figures Will this Committee Collect?*

(A) In order to plan intelligently the committee must secure detailed information about

- a. The community and its population
- b. The financial condition of the district
- c. The present school buildings
- d. The educational program the people want

6. (Q) *Who is Going to Help this Committee?*

(A) The state department of education and our state university, and last but not least, the people of this district.

7. (Q) *How Can I Help?*

(A) You can help in two ways:

a. By attending special meetings of the central survey committee which are held for the purpose of reporting facts and figures collected and getting ideas from the people. Dates and places of these meetings will be announced in advance.

b. By contacting any member of the central survey committee and telling him or her in which of the four topics listed under question and answer 5 you are most interested. You will then have an opportunity to help collect information in that area. An explanation of the work to be done in each of these four areas will appear in the next issue of this paper.

## THE COMMUNITY AND ITS POPULATION

8. (Q) *What Will the Survey Find Out About the Community and its Population?*

(A) The survey workers want to know about:



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- a. The historical background of the community
- b. Its industries and products
- c. The social services of the community such as hospitals, public parks, etc.
- d. Transportation facilities
- e. The population and its growth
- f. The number and location of children under 18 years of age.

9. (Q) *Why is this Information Necessary?*

(A) Because a good school system is one that meets the needs of the community. Therefore we must know our community before we can intelligently plan our school program.

10. (Q) *Doesn't Everybody Know these Things Already?*

(A) Everybody knows something about the community, but nobody knows all about it. The survey will attempt to collect and evaluate all information about the community that bears on the problem of education. This information will then be available to all of us.

11. (Q) *What do our Industries and Products Have to do with the School Program?*

(A) They determine to a considerable extent what type of jobs are open here to young people and therefore what kind of training is needed. The kind of training will in turn determine the kind of buildings we need.

12. (Q) *Can I Help in Collecting this Information?*

(A) Yes. Just get in touch with a member of the central survey committee and you will be given an assignment.

## THE EDUCATIONAL PROGRAM THE PEOPLE WANT

13. (Q) *Is it Necessary to Know What Educational Program the People Want?*

(A) Yes. The schools belong to the people and can best serve them when the educational program meets their

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needs. School buildings should provide the right kind of facilities to house the kind of program we want.

14. (Q) *Shouldn't School People Tell us What we Need?*

(A) They should help us to decide on the kind of educational program we need. They can give us guidance and we can profit from their experience but in the final analysis we must decide. The people pay the bill.

15. (Q) *How Can I as a Citizen Help to Formulate a Desirable Educational Program?*

(A) First, contact the central survey committee, state your interest and offer your services. Second, write your suggestions and submit them to the committee. Third, answer any questionnaires sent to you by the committee. Fourth, encourage others to contact the committee and submit suggestions.

### THE FINANCIAL ABILITY OF THE SCHOOL DISTRICT

16. (Q) *Why Should the People Study the Financial Ability of the District?*

(A) The financial condition of the district will largely determine the amount of money that can be spent for schools.

17. (Q) *Can't the School Officials Determine the Amount of Money we Should Spend?*

(A) They may determine what they think should be spent but if the people do not agree they will not vote the necessary taxes. Citizens should participate in making this decision.

18. (Q) *How Can a Citizen Determine What Should be Spent for New Buildings?*

(A) Through the survey committee every citizen can obtain the facts and help to determine how much money should be spent for school buildings.

19. (Q) *How Can this be Done?*

(A) The survey committee will gladly furnish these facts as they are compiled and will welcome help in obtaining



## QUESTIONS AND ANSWERS

financial information and interpreting it. When all the facts are in we can weigh our needs against our financial resources.

### THE PRESENT SCHOOL HOUSING SITUATION

20. (Q) *What Will the Survey Seek to Find Out About our Present Buildings?*

(A) The survey workers want to know the condition of the present buildings, their life expectancy, their adequacy, their suitability, the desirability of their location, and many other things.

21. (Q) *Why is this Information Necessary?*

(A) We need first to take inventory of what we have and compare it with our needs before we plan new buildings.

22. (Q) *Doesn't Every Parent Know the Condition of the School Building his Child Attends?*

(A) He may know some things about it but usually a careful inspection is necessary to reveal the real condition of the building and to determine how adequately it meets pupil needs. Few parents know all about any one building and probably none know all about all the buildings.

23. (Q) *How Can an Ordinary Citizen be Expected to Inspect a Building?*

(A) The survey committee will arrange for classes for people who wish to learn how to evaluate school buildings. Then every one who so desires may evaluate the building in which he is particularly interested. He may also volunteer his services in helping to evaluate the other school buildings of the district in cooperation with a group selected by the committee for this purpose.

24. (Q) *Will these Building Ratings be Made Public?*

(A) Yes, the schools belong to the people and they have the right to know how adequate or inadequate the buildings are found to be.



FROM THE EDITORIAL COLUMNS OF THE  
MASON CITY, IOWA *GLOBE-GAZETTE*,  
JANUARY 31, 1950

Helping to Chart Our Public School's Course

The newly appointed committee of citizens charged with studying and reporting on Mason City's public school needs can perform a large service for our community. The opportunity is there. About that there can be no doubt.

In a real sense through the activities of this committee already named—and the hundreds of other citizens who will be brought into the project as it develops—a closer partnership between schools and public will be effected.

The studies of the committee will be wide and varied in scope. But the objectives will be few and simple. The central aim always will be: **GETTING THE BEST POSSIBLE SCHOOLS WITHIN OUR ABILITY TO PAY FOR THEM.**

A point made clear at the organizational meeting is that there is nothing exclusive about the work to be done. The hope is to induce at least 500 citizens to take an active interest in the community's most important business.

Anybody with a desire to join in the study, or with a point of view to be made known, has only to get in touch with the school administration or the chairman of the survey group.

The board of education and the school administration have let it be known that they would like nothing better than to translate into reality the judgments and desires of an enlightened public made manifest through this survey.

All of us know, of course, that our school system faces the necessity of a physical expansion. There simply isn't enough space to accommodate the youngsters who in another few years will be knocking at the doors for admittance.

But the problem isn't that simple of solution. What kind

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of education should we provide for our youngsters of the future? Should they, for example, be taught a craft or trade? Many communities think so.

Certain other questions of this character should be answered before we enter into any extensive building program. That's the ultimate function of this survey committee.

## USEFUL MATERIAL

Fine, Benjamin, *Educational Publicity*. New York: Harper & Brothers, 1951.

A good source book of information on educational publicity. Contains much of value for the layman who wants to find out "how to do it."

Florida Citizens Committee On Education, *Education and Florida's Future*. Tallahassee, Florida: Florida Citizens Committee On Education, 1947.

A summary of the report of the study of education in Florida by citizens of that state. This ninety-two page booklet is illustrative of the type of digest of the survey report that can be used for wide circulation. It presents with the aid of pictures and charts the principal findings and recommendations of the study.

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The book gives many practical suggestions on approaches and procedures in the field of educational publicity. However, it deals primarily with purposes, principles, relationships, and values. It takes the viewpoint that educational publicity is a cooperative function of professional educators and laymen.

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This book "deals with the warp and woof on which all

surveys depend—the use of words.” Helps the surveyor to ask the right question in the right way. This volume is quite readable and offers much which will be found of help to those securing and analyzing public opinion.





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